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Note by the Secretary-General

The Secretary-General has the honour to transmit to the members of the General Assembly the report of the Joint Inspection Unit entitled "Achieving the Universal Primary Education Goal of the Millennium Declaration" (JIU/REP/2003/5).

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ACHIEVING THE UNIVERSAL PRIMARY EDUCATION GOAL OF THE MILLENNIUM DECLARATION

New challenges for development cooperation

Prepared by

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Joint Inspection Unit

Geneva
2003

The Inspectors examined the report in conformity with provisions outlined in paragraph 11.2 of the Statute of the JIU and agreed that this report should be regarded as being issued under the sole responsibility of Inspector Doris Bertrand.

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ACRONYMS

AfDF	African Development Fund
AIDS	acquired immunodeficiency syndrome
APL	Adaptable Program Loans
AsDF	Asian Development Fund
BWI	Bretton Woods institutions
CCA	Common Country Assessment
CDF	Comprehensive Development Framework
CEB	United Nations System Chief Executives Board for Coordination
DAC	Development Assistance Committee (OECD)
DCD	Development Co-operation Directorate
ECCE	Early Childhood Care and Education
ECHO	European Community Humanitarian Office
EFA	Education for All
FAO	Food and Agriculture Organization of the United Nations
FTI	Fast-Track Initiative (of the World Bank)
G8	Group of Eight
GDDS	General Data Dissemination System
GDP	gross domestic product
GER	gross enrolment rate
GNI	gross national income
HIPC	Heavily Indebted Poor Countries
HIV	human immunodeficiency virus
HLGM	High-Level Group Meeting (EFA)
ICPD	International Conference on Population and Development
IDA	International Development Association (World Bank Group)
IDB	Inter-American Development Bank
IDP	internally displaced person (UNHCR)
IFF	International Finance Facility
IICBA	International Institute for Capacity-Building in Africa (UNESCO)
IIEP	International Institute for Educational Planning (UNESCO)
ILO	International Labour Organization
IMF	International Monetary Fund
IPEC	International Programme on the Elimination of Child Labour (ILO)
ISCED	International Standard Classification of Education
JIU	Joint Inspection Unit
LDC	least developed country
LIL	Learning and Innovation Loans
MDG	Millennium Development Goal
NEPAD	New Partnership for Africa's Development
NER	net enrolment rate
NGO	non-governmental organization
NSDS	national sustainable development strategy
OAS	Organization of American States
ODA	Official Development Assistance
OECD	Organisation for Economic Co-operation and Development

PARIS21	Partnership In Statistics for development in the 21st century (located in OECD/DCD)
PCR	primary completion rate
PISA	Programme for International Student Assessment (OECD)
PRSP	Poverty Reduction Strategy Paper
SAD	Sector Adjustment Loan
SACMEQ	Southern Africa Consortium for Monitoring Educational Quality
SIL	Specific Investment Loan
SWAp	sector-wide approach
TIMSS	Third International Mathematics and Science Study
UIS	UNESCO Institute for Statistics
UNAIDS	Joint United Nations Programme on HIV/AIDS
UNDAF	United Nations Development Assistance Framework
UNDP	United Nations Development Programme
UNESCO	United Nations Educational, Scientific and Cultural Organization
UNFPA	United Nations Population Fund
UNGEI	United Nations Girls' Education Initiative (UNICEF)
UNHCR	Office of the United Nations High Commissioner for Refugees
UNICEF	United Nations Children's Fund
UNRWA	United Nations Relief and Works Agency for Palestine Refugees in the Near East
UPC	universal primary completion
UPE	Universal Primary Education
USAID	United States Agency for International Development
WFP	World Food Programme
WHO	World Health Organization

EXECUTIVE SUMMARY

A. The purpose of this report is to examine whether at this time all the conditions are in place to allow Member States to attain the universal primary education (UPE) and completion goal so often stated in the past and most recently in the Millennium Declaration. This is, by 2015, to finally enable children everywhere, boys and girls alike, to enjoy their human right to a quality education and "complete a full course of primary schooling". The report will also examine whether the international community can ensure "that girls and boys will have equal access to all levels of education"[1] by that same date. At this stage it is generally recognized that there is real danger that this Millennium Development Goal (MDG) as well as the second education MDG regarding gender equality with the target to "eliminate gender disparity in primary and secondary education, preferably by 2005, and to all levels of education no later than 2015" will not be met unless the international community strongly resolves to truly live up to the solemn pledge given in 2000 at the World Education Forum in Dakar that "no countries seriously committed to education for all will be thwarted in their achievement of this goal by a lack of resources", and Governments give priority to national education commensurate with their international commitments. And in both cases there is a need to demonstrate that Governments really mean what they say: nationally, as there are still many countries that will fall short of reaching the education goals if they continue on present trends, and internationally, as there is a lack of resources, as shown by the present levels of contributions to education made by the international community.

B. The last education statistics available show that 104 million children are presently deprived of access to primary education. Most of the children out of school are girls.[2] Other challenges which need to be addressed are the shortage of teachers (according to latest statistics 15 to 35 million teachers will be needed to achieve primary education by 2015), the HIV/AIDS epidemic which threatens the gains of the past, disadvantaged children, children with disabilities, refugee children and those living in countries exposed to conflict, disaster and instability. While many countries have made progress regarding the two above-mentioned MDGs, many countries, most of them in the category of least developed countries (LDCs), are seriously off track. Children who do not go to school are obviously deprived of their right to education and this is intolerable. But the report maintains that the situation is even more dramatic if all the children who "miss out on education" are considered. These would include children who never enrolled, those who enrolled but did not complete their schooling and those children who have completed it formally, but for a variety of reasons have not acquired the reading, writing, numeracy and life skills that constitute basic education, as it is generally acknowledged that this takes five to six years of continuous schooling with a sufficient number of hours of quality teaching. All these children will join the ranks of the adult illiterates. A rough estimate of the number of these children deprived of the benefits of education would most likely be closer to 40 per cent of the children of primary school age in developing countries, leaving particular country specificities and achievements aside. The situation is thus even more alarming and puts additional pressure on the international donor community and their partners to accelerate the necessary reforms and remedial action. This report's recommendations therefore also address the following: increased need for sound information and data "to incorporate education data from different sources to achieve better estimates of missing data, which admittedly represent a considerable gap in our knowledge",[3] for further improving the national and international database on education, also on disaggregate levels; for increasing statistical capacity-building in developing countries and for arriving at credible completion rates as a better gauge of the quality of education. In this regard, assessing the results of student learning and the national and international measuring of learning achievements will be essential. All national and international actors working in the field of education will have to increase their cooperation in all these areas as reliable information is indispensable, not only for better informed policy-making and monitoring of progress and development at national and international levels, but also for increasing public awareness and ultimately, funding.

C. A great number of precise plans of action regarding education have been established in the past and adopted since the beginning of the 1960s, inter alia the commonly called "Addis Plan of Action" and "Karachi Plan of Action", to quote but two ... they have, however, never been fully implemented. This report attempts to explain the reasons which have prevented attainment of the education goals in the past. These need to be addressed if there is to be a renewed and earnest resolve to achieve them this time round. The reasons for past failure are manifold but reside in the fact that lessons learned from

the past have not always been fully taken into consideration, that knowledge management and sharing have not been given adequate attention and that results of evaluations have not been systematically used to inform subsequent planning and implementation. These inadequacies have to be rectified in the future. Evaluation and monitoring with a view to distilling best practices need to be given greater importance. Serious and, if possible, joint, evaluations will have to be carried out both of the strategic approaches by the various actors as well as of implementation, and in the future more emphasis will have to be given to outputs and outcomes rather than inputs, more focus on substantive results than on processes. Capacity-building in developing countries at many levels and in many areas will have to be given prime attention in all partnership arrangements. These issues will also be the subject of recommendations.

D. There is no doubt that the prime responsibility for development and the attainment of MDGs in general, and for education goals in particular, rests with the respective national Governments, a fact that was recognized, last but not least, in March 2002 at the International Conference on Financing for Development in Monterrey, Mexico. The Governments in question will ultimately be judged by their citizens on whether they have made education for all a true priority as evidenced by commensurate and adequate budget allocations, have established and worked on the basis of credible education plans with clearly established achievement indicators, have a transparent public expenditure system with well-functioning management, monitoring and oversight mechanisms which aim at efficient spending and an accountable service delivery system capable of providing quality education of relevance to all children, boys and girls alike, including the poorest and most disadvantaged, which after all is the stated aim of the Millennium Declaration. But the Monterrey Consensus also established the responsibility of the international community to support developing-country efforts and to increase aid levels.

E. This report will mainly deal with the role played by the international donor community, especially the United Nations system organizations, in assisting countries to attain the education goal. The report will show that, both in terms of funding and providing technical assistance, the role of the international donor community in assisting developing countries in the field of education is limited, compared with the efforts and resource levels committed by national Governments themselves. The report will argue that this raises not only the question of increasing the external resource level, but also and more importantly, that of enhancing the efficiency and quality of external assistance for which the international donor community is responsible. Past experience yields some important lessons: good development outcomes require good policies and institutions which must be country-owned and country specific; the global economic as well as trade environment must be enabling and supportive. In such a case development assistance can be efficient, especially when it focuses on outcomes and is ready to reform itself to better serve the objectives shared with developing-country partners. This also implies reform in donor assistance such as, for instance, harmonizing donor procedures and reducing so-called transaction costs. In the spirit of the Monterrey Consensus, there is thus shared responsibility between all the partners in the international community. Political commitment and priority attention to education, with internal reforms to raise the efficiency of the education sector and its delivery by national Governments, have to be supported by efficient, coherent, outcome-oriented and generous donor cooperation. If taken seriously, this will make a decisive difference compared with the past and allow the MDGs to be attained this time.

F. But lessons of the past also present other challenges for the future, such as relentless advocacy to establish firmly the right to education for all children in all countries, to build and sustain further strong domestic as well as international commitment to education, assistance for the establishment of credible education-sector plans with concomitant capacity-building that take account of the knowledge and experience gained in international cooperation in the field of education and incorporating all the Education for All (EFA) goals adopted at the World Education Forum. A further challenge will consist in placing such credible education-sector plans in the overall context of Government and citizen-owned development and poverty eradication plans. There is a need to create and sustain national and international interest and demand for quality education for the benefit of the individuals and the societies in which they live, a need to increase the efficiency of international education assistance, to increase knowledge on lessons learned in the past to arrive at the most efficient and country-adapted way of transferring knowledge with the concomitant need to change the ways in which technical assistance is presently delivered. Last but not least, of utmost importance is strong political commitment in the partner countries to give education its primary role in development and poverty eradication, along with

commensurate levels of budgetary allocations and serious public expenditure monitoring and oversight mechanisms. These and other conditions are explored in the report to set the stage for the attainment of the education goals. All this sets new challenges for international development cooperation.

G. The report examines the roles and strategies of the most prominent actors in education, bilateral donors and the European Commission, represented in the Development Assistance Committee (DAC), and the United Nations system, as represented in the United Nations System Chief Executives Board for Coordination (CEB) which includes, inter alia, the World Bank and the International Monetary Fund (IMF). For lack of space, the pivotal contribution of civil society, both nationally and internationally, could not be dealt with in this report, but is fully recognized.

H. Examination of existing strategies shows that they are conditioned by the level of resources at the disposal of each actor. There is a great difference in resource levels between the bilateral and multilateral actors. In 2001 bilateral donor commitments to education, as reported to DAC, represented more than three-quarters of the total Official Development Assistance (ODA) for education.

I. Foremost among multilateral organizations, is the United Nations Educational, Scientific and Cultural Organization (UNESCO) which has a very clear mandate in education. Because of an obvious lack of resources which impacts on its field presence, UNESCO is not always in a position to fully play its expected and mandated lead role in this sector. This funding situation, if not remedied, will have to induce UNESCO to establish its priorities more clearly in areas of recognized comparative advantage.

J. Further multilateral actors in education are the United Nations Children's Fund (UNICEF) with a priority focus on girls' education in over 140 country programmes, having recently initiated an acceleration strategy for girls' education in 25 countries; the United Nations Population Fund (UNFPA) with its population education programme; the World Food Programme (WFP) active in school-feeding programmes; the Office of the United Nations High Commissioner for Refugees (UNHCR) which is concerned with the education of the refugee and internally displaced child population; and the International Labour Organization (ILO) with its International Programme on the Elimination of Child Labour (IPEC), to name some of their more prominent activities which contribute to EFA and the education MDGs. They all have more or less limited resources at their disposal and consequently need strong partners to help scale up successful models in their respective fields of work.

K. The World Bank has become and is the main multilateral actor in the field of education. Because of its resource levels (around 12 times those at the disposal of UNESCO) it exercises greater influence. This is mainly due to its privileged access to top-level policy makers and treasury officials compared with the mostly line-ministry access of United Nations organizations. Having pledged to advance the EFA goals set in Dakar and to cooperate actively with Member States to assist in the attainment of the Millennium goals, the World Bank has initiated an innovative approach, the so-called Fast-Track Initiative (FTI), lately renamed EFA-FTI, which is meant to give concrete meaning to the "compact" idea created at the Monterrey Conference and which is worthwhile exploring with a view to extending it to more than the 23 countries presently engaged in the process. It will be a challenge to the international community and foremost to the United Nations, its funds, programmes and specialized agencies with their experience in, and track record of, work in social policy to impact positively on the process and development of these new partnership arrangements in education, to assist partner countries to make the right education policy and system choices and to give equity issues greater prominence. The "fast-track" approach, which this report recommends for extension to all least developed and low-income countries off track to attaining the education MDGs and the EFA goals, offers the possibility of constructive cooperation and interaction among United Nations system partners in areas of their respective comparative advantage. It will be a collective challenge to build on the experiences gained so far, to remedy the deficiencies observed, as well as to adapt the fast-track approach to the needs and specificities of the countries involved, in true partnership. The experience of the United Nations organizations will be valuable in this endeavour. This will be a further contribution to the goal of strengthening international cooperation (MDG 8), as it will lead to even closer cooperation among the international donor community, especially the World Bank and United Nations organizations, and their cooperation with the respective partner countries. The challenge for the international community will also consist in striking a balance between necessary system-wide reforms, which necessarily take time, and the urgent need for targeted interventions that can address persistent

and chronic disparities related inter alia to gender, poverty and rural location. UNICEF and other United Nations organizations that have adopted this approach are well aware of this dilemma and advocate the building of bridges between these seemingly conflicting demands and the need for action.

L. The United Nations has been instrumental in advocating the right to education and increased levels of funding in several of its major conferences and action plans, last but not least in the Millennium Declaration, and is called upon to monitor their implementation.

M. This report is a contribution to the monitoring exercise. It has identified changes, which, once implemented, would improve the efficiency of existing strategies even within current levels of financial resources through better coordination and cooperation. The report argues that it is the quality of partnership arrangements between the various actors in the donor community and with developing country partners that will determine the success of the Millennium Declaration. All the actors have their comparative advantage, which they are called upon to optimize. The World Bank with its resource base and commensurate influence is most probably best equipped to establish economically viable partnership frameworks. United Nations organizations can assist developing country partners to shape these so as to give equity and other social policy concerns the necessary prominence. Bilateral donors can transmit national education system reform experiences and provide for the necessary external resources. In this way meaningful substantive "compacts" will be established engaging all partners on the basis of well-established rules of mutual accountability, transparency and results orientation.

N. The action-oriented recommendations concerning changes to be made to improve the situation are addressed to the various actors, to the General Assembly with its widest possible membership and the Economic and Social Council, which has taken on the task of monitoring the progress of world conferences and of tracking the efficiency of United Nations operational activities for development.

O. Remarks of a general nature need to be made at this juncture. The concentration on primary education in this report should in no way detract from the urgent need to move on all six EFA goals established at the Dakar Conference in 2000. Progress in all of them will undoubtedly benefit the two MDGs on education. Therefore the recommendation to extend the World Bank EFA-FTI framework mutatis mutandis to other off-track LDCs will have to give due regard to all EFA goals, such as early childhood education, girls' education, adult basic education and literacy. The focus on primary education in this report should not be interpreted as giving less importance to other levels of education, such as secondary and tertiary levels and lifelong learning. All these are undoubtedly pivotal to closing the knowledge gap among and within nations. Quality secondary and tertiary education for both boys and girls is also crucial to guaranteeing the quality of primary education as there is an urgent need, not only for an increased number of well-trained teachers, but also for a variety of highly educated specialists who can positively impact on education related governance issues. Capacity development is needed at all levels and in all sectors as they are so interrelated. This needs to be stressed as it might be argued that this report is too sector oriented. It is mainly for lack of space and not to broaden the scope of this report further that little mention is made of the need to see the fate of the MDGs as being closely interrelated. MDGs have indeed to be addressed in an integrated and holistic fashion. Success in one sector will definitely impact on the success of others. The achievement of the EFA goals in general and of UPE in particular is crucial to the success of all the other United Nations initiatives. Education is a recognized prime agent for change. Progress in education has therefore the potential of bringing about results in other areas, such as health, mortality, birth rates and HIV/AIDS, to name but a few. A national and international enabling environment is indispensable to allow education to fully develop its potential for the individual and society. Last but not least, the report highlights the importance of forging new, and enhancing existing, partnerships on a predictable and sustainable basis among all partners in development. The report, again because of lack of space, deals mainly with relations among partners such as Governments and institutions. This should in no way be interpreted as forgetting the quintessential role of civil society both in the national and international contexts. Civil society organizations, such as international and national non-governmental organizations (NGOs), have been and are strong advocates and technical assistance providers and thus indispensable pivotal partners in development in general and in education in particular. Their importance is not to be underestimated.

P. The author would like to thank all interlocutors in the organizations mentioned for their constructive interaction with her on this report. Many of their valuable suggestions have been taken up and have helped to shape the report. As it deals with an important and complex subject, the author apologizes to readers for its length.

LIST OF RECOMMENDATIONS

RECOMMENDATION 1

See paragraphs 33-38, 77, 135.

UNESCO, its Executive Board and Director-General, *are called upon to explore all possibilities for providing the UNESCO Institute for Statistics (UIS) with more resources to improve further the quality of education data and enable increased investment in much needed in-country statistical capacity-building.*

UIS should be encouraged *to strengthen further its cooperation with all the institutions concerned with the collection of education data, foremost with the World Bank, UNICEF and the Organisation for Economic Co-operation and Development (OECD) Partnership In Statistics for development in the 21st century (PARIS21). They ought to undertake special efforts to arrive at a methodologically sound and reliable measure of primary completion in line with the MDG of universal primary completion (UPC) which would usefully complement enrolment data.*

Completion rates, together with information regarding quality of education, would convey the gravity of the situation and of the scale of the problem, needed for accelerated remedial action.

The EFA Global Monitoring Team *should keep track of developments in this regard and report on progress made.*

RECOMMENDATION 2

See paragraphs 42-44, 45 and 50.

The governing bodies of the various United Nations system organizations, programmes and funds *should encourage the respective secretariats to report their aid activities to DAC using the same format, definitions and classifications as the bilateral donors. This would provide a much needed global picture of aid efforts in support of the various MDGs in general, and of EFA goals in particular, on a comparable basis. This should lead to the establishment of a robust set of data, crucially needed for EFA and MDG monitoring purposes.*

In the same vein the **governing bodies of the various United Nations system organizations, programmes and funds** *should encourage the respective secretariats to provide them at regular intervals (at least every other year) with detailed information on how they contribute to the attainment of the various MDGs, both as regards resource levels and categories of programme expenditure with particular emphasis on the aspect of lasting national capacity-building.*

RECOMMENDATION 3

See paragraphs 30-32, 75, 76, 113 and 135.

In line with EFA goal 6, **UNESCO,** **its institutes in cooperation with other organizations** *such as UNICEF, should assist partner countries, upon request, to conduct assessments of learning achievements at the end of the national primary cycle and to increase their monitoring capacity. These United Nations organizations should share knowledge, experience and lessons learned from the successful assessments undertaken. The aim in such undertakings should be to inform national policy makers, to work towards subregional, regional and cross-country comparability with a view to taking appropriate, and if necessary, corrective action. Solid knowledge of learning outcomes is necessary to improve quality of education.*

RECOMMENDATION 4

See paragraphs 88-90, 93, 99 and 136.

The **General Assembly** *and the* **governing bodies** *of all the organizations working in education (such as ILO, UNESCO, UNFPA, UNHCR, UNICEF, WFP) should ask them to intensify their cooperation in the field and increasingly consider joint monitoring and evaluation better to assess their respective contributions to the results obtained and the impact of their action.* **They should also recommend to the respective secretariats** *that they should always communicate and share information on plans for new technology prior to its introduction in order to ascertain whether additional use could render it more cost-effective. Such information exchange could usefully take place within the CEB framework. In particular it might be useful to test the WFP ARGOS system to see whether it could take on additional tasks. This would usefully complement the activities of other United Nations system organizations concerned with education data collection.*

RECOMMENDATION 5

See paragraphs 19, 79, 113 and 137.

With a view to increasing knowledge on empirical evidence of lessons learned the **General Assembly should task the United Nations Evaluation Group** *with exploring the feasibility of establishing a system-wide single platform, through which empirical evidence would be accessed by all development partners and to* **report to the Economic and Social Council,** *in charge of the review of operational activities for development, taking into account existing arrangements. This would constitute a contribution to furthering the implementation of the Millennium Declaration in general and the education and EFA goals in particular.*

RECOMMENDATION 6

See paragraphs 19, 63-64, 68 and 138.

UNESCO, *with its mandated role of coordinating EFA partners, should initiate the elaboration of a comprehensive review and evaluation strategy on the basis of a common methodology, on all activities undertaken to reach the EFA goals, such as flagship programmes, if not by all, but at least by the major external actors. This would contribute to the establishment of a much needed knowledge base on what works, why and how, and how successful interventions can be scaled up. This would also help to amend, if necessary, the "International strategy to put the Dakar Framework for Action on Education for All into operation" and provide input for the regional and international EFA evaluation conferences, planned for 2005 and 2010 respectively.*

RECOMMENDATION 7

See paragraphs 93, 99, 115 and 142-143.

The **General Assembly** *and the* **respective governing bodies** *should* **encourage United Nations system organizations** *(funds, programmes and specialized agencies) to enhance interaction with the Bretton Woods institutions in the field, to implicate themselves very actively in the elaboration and implementation of country-owned Poverty Reduction Strategy Papers (PRSPs) or equivalent processes, to improve them further to the benefit of partner countries and, in doing so, refrain from imposing separate processes on them. The linkages between the United Nations analytical planning documents, such as Common Country Assessments (CCAs) and United Nations Development Assistance Frameworks (UNDAFs) with PRSPs, national sustainable development strategies (NSDSs) or equivalent processes, should be further strengthened.*

All organizations specifically concerned with education and active in the field should be strongly encouraged to implicate themselves even further in the elaboration of education-sector plans and to contribute to further improvement of the World Bank-led FTI as well as the Analytical Fast Track.

RECOMMENDATION 8

See paragraph 144.

The Economic and Social Council should decide to hold a "poverty-reduction review meeting" in 2006 (or 2007) that would usefully inform the international community on progress made and help to take stock of lessons learned. It would be important to have all relevant stakeholders invited. Preparation should take place in the appropriate United Nations executive committees, created by the 1997 reform as well as in the framework of CEB.

RECOMMENDATION 9

See paragraphs 130 and 145.

The General Assembly and the respective Governing Bodies *should ask* **United Nations system organizations** *(funds, programmes and specialized agencies) and encourage bilateral donors to give increased attention to contributing to the building of macroeconomic, social, institutional as well as administrative, capacities at different levels in the partner countries. This would not only strengthen partner countries' ownership but also allow donors increasingly to channel aid through sector-wide approaches (SWAps) and budget support, which would reduce transaction costs and simplify administration. All aid projects should focus on creating and transmitting knowledge and conferring capacity on a sustainable basis. Aid projects should also be judged according to their contribution to durable in-country capacity-building; results indicators would have to reflect this. In recognizing the importance of capacity-building the* **governing bodies of the United Nations system organizations** *concerned should monitor progress in this regard.*

RECOMMENDATION 10

See paragraph 145.

The **Economic and Social Council**, *being concerned with the monitoring of operational activities for development in the United Nations system, should monitor and assess the quality of capacity-building activities, demanding relevant information from United Nations system organizations via the CEB secretariat to this effect.*

RECOMMENDATION 11

See paragraphs 124, 131-132 and 146-147.

The **General Assembly** *should encourage bilateral donors to reconsider their sector allocations within ODA with a view to increasing considerably the share for education, half of which should be earmarked for primary/basic education. Particular attention should be paid to increasing aid efficiency.*

RECOMMENDATION 12

See paragraphs 118 and 148-151.

The **General Assembly**, *which is in charge of MDG follow-up, should consider encouraging the extension of FTI as recommended in the report. The* **Director-General of UNESCO**, *convenor of the High-Level Group on EFA established by the Dakar Framework for Action, should transmit this recommendation to the Group with a view to initiating appropriate action. The lessons learned from the current World Bank-led FTI should be taken fully into account.*

Such "country-specific education compacts" should be open to all least developed and low-income countries that are seriously committed to attaining the EFA goals and are currently off track in achieving them through their efforts alone. Such "country compacts" should ensure that the appropriate capacity-building and additional financing are forthcoming and that partner countries' reform efforts are supported in a predictable way.

RECOMMENDATION 13

See paragraph 15

CEB ***should examine the possibility of establishing an enlarged inter-agency working group, open to key partners, such as NGOs and foundations, with a view to preparing and organizing advocacy and fund-raising events in all countries along the lines recommended in the report. The departments of information and/or external relations of the various United Nations system organizations should be actively involved. Such events should aim at raising funds for education, and possibly for other MDGs later on.***

RECOMMENDATION 14

See paragraphs 130 and 156-160

In monitoring the implementation of the Millennium Declaration it is essential to explore new financing and funding avenues. The **General Assembly** ***should create a mechanism, such as a group of experts, drawn inter alia from the United Nations system and the Bretton Woods institutions to continue research on the new funding proposals of the High-level Panel on Financing for Development (the Zedillo report) and to explore other avenues such as the International Finance Facility (IFF) and to keep the General Assembly and the Economic and Social Council informed about tangible progress.***

INTRODUCTION

> To ensure that, by the [year 2015], children everywhere, boys and girls alike, will be able to complete a full course of primary schooling and that girls and boys will have equal access to all levels of education.[4]

1. This is the Millennium Development Goal (MDG) number 2, target 3, of the Millennium Declaration adopted by 147 heads of State and Government, and by 189 Member States in September 2000, to be reached by 2015.[5] It is an ambitious goal as it means that children the world over will have finally gained their right to at least five or six years of primary education, as it takes this period of continuous primary schooling to acquire basic education skills such as writing, reading, numeracy and other so-called life skills. The second education MDG concerns gender equality with the target to

> eliminate gender disparity in primary and secondary education, preferably by 2005, and to all levels of education no later than 2015.[6]

2. The corresponding Education for All (EFA) goal for primary education of the Dakar Framework of Action, adopted earlier on in 2000, is even more ambitious as it states that:

> ensuring that by 2015 all children, particularly girls, children in difficult circumstances and those belonging to ethnic minorities, have access to and complete, free and compulsory primary education of good quality

which can be interpreted as meaning that by 2015 children are supposed to have already completed their primary education. If this is the case, then all eligible children, boys and girls alike, will have to enrol in grade 1 in 2008. This is also the interpretation adopted in the international strategy to put the Dakar Framework for Action on Education for All into operation.[7] From evidence gathered from numerous documents from various institutions, inter alia, the EFA Global Monitoring Report Team, the United Nations Educational, Scientific and Cultural Organization (UNESCO) Institute for Statistics (UIS), the United Nations Development Programme (UNDP) and the World Bank, this 2008 goal will most likely not be met since many developing countries are seriously off track on Universal Primary Education (UPE) as well as on gender equality.[8] The MDG, which can be interpreted as setting the stage for universal primary completion (UPC) by 2015, allows for some hope, as there will be more time for the attainment of this goal.

3. But even the MDGs are in danger of not being achieved unless the international community truly resolves to live up to the solemn pledge given at the World Education Forum in Dakar that

> no countries seriously committed to education for all will be thwarted in their achievement of this goal by a lack of resources[9]

and unless Governments give priority to education in the national context commensurate with their international commitments. There is also a need to demonstrate that Governments really mean what they say. National Governments have to be truly committed to providing the education sector with adequate budgetary resources, to engaging in necessary system reform, to enhancing their capacity to deliver quality education to their populations as well as to the most disadvantaged children, and most importantly, to accelerate girls' education. The challenge to the international donor community is, however, to enhance the quality of aid, to provide adequate levels of foreign assistance, on a predictable and stable basis, and to better assist and accompany education efforts by developing countries in a constructive manner.

4. The Monterrey Conference in 2002 gave birth to the idea of a "compact" which is based on the mutual responsibilities and obligations of all partners in development. Now the challenge for all the partners is to honour these commitments.

5. These were indeed taken solemnly and assurances given earnestly. The credibility of the international community is at stake, which makes it even more difficult to envisage failure. The international community as a whole can no longer afford to miss out on commitments made or continue to make commitments that are subsequently not honoured. It would be increasingly unacceptable to the public to see that more and more action plans are adopted in major United Nations conferences that do not yield results within the agreed action and time framework (because of lack of serious follow-up on all parts). The risk of being accused of hypocrisy and/or lack of seriousness is real; the risk of losing credibility is inevitable. This is why efforts to avoid these risks are being made at all levels, and a variety of strategies are being developed which will be analysed in this report.

6. The first credibility test for the international community is to eliminate gender disparities in primary

and secondary education, preferably by 2005. There is indeed very little time left, hence the urgency of national and international action. The *EFA Global Monitoring Report 2003/4—Gender and Education for All: The Leap to Equality*

shows that, while many countries are likely to miss the 2005 goal, this circumstance could change quickly if appropriate changes in policy were made ... The report demonstrates that changes in a wide range of economic and social policies—as well as in education itself—will be needed if gender equality in education is to be attained ... And they are attainable ... there are policies and strategies which can put all societies on the educational path to gender equality, as those states which are well down this road can testify.[10]

7. However, at this point in time there are also voices claiming that it will be extremely difficult, if not impossible, for many countries, especially in sub-Saharan Africa and parts of Asia, to attain the two MDGs, considering that they are starting out from very low primary education levels, that girls are not given equal opportunities, and that the reality on the ground is even worse when the pivotal aspect of quality of education is taken into consideration. But there are also voices of optimism claiming that a new set of policies agreed in recent summits from Doha to Monterrey to Johannesburg has set the scene for a fresh start in development cooperation and that donor commitments to increase aid by some US$ 18 billion by 2006 from US$ 57 billion[11] (2002 figure) are reasons for hope. However, even optimists agree that not only increased funding levels with concomitant capacity-building in the countries concerned will be needed, but also a strengthening of efforts to make aid more efficient and results-oriented, and that donors will have to work hard to achieve, if not coherence, at least significant levels of cooperation, coordination and synergy, most importantly on the ground.[12]

8. The report will also examine why the strategies followed by various actors, in particular the United Nations and its system partners,[13] have had limited impact up to now on countries' capacities to reach the education goals. The report attempts to draw lessons from the history of past failures and tries to explain why such lessons have not been learned so far. It further addresses the reasons for existing deficiencies, and makes precise recommendations for possible improvements.

9. According to article 5 of its statute,[14] the role of the Joint Inspection Unit (JIU) is to investigate

all matters having a bearing on the efficiency of the services and the proper use of funds. [It should] provide an independent view through inspection and evaluation aimed at improving management and methods and at achieving greater co-ordination between organizations.

It is obvious that the permanent problem—establishing a realistic relationship between objectives and optimal means for attaining them—is perhaps the most important issue to be examined, as it has ramifications for efficiency and efficacy, which is at the heart of JIU work.

I. THE LESSONS OF HISTORY

A. More and more action plans whose goals were never reached—broken promises

10. The first problem to be examined is obviously why the lessons of history have not been learned. It is not the first time that plans of action with ambitious time-bound goals have been set in the education sector. In 1961 the Conference of African States on the Development of Education in Africa, held in Addis Ababa, adopted the Addis Ababa Plan for African Educational Development, aimed at achieving UPE of high quality for Africa by 1980. In the previous year, 1960, 18 Asian States had adopted the Karachi Plan addressing the needs of Asia in primary education, a "Plan for the Provision of Universal, Compulsory and Free Primary Education" in the region to be reached by 1980. Similar plans were launched for Latin America: the Major Project on the Extension and Improvement of Primary Education in Latin America jointly scheduled by the Organization of American States (OAS) and UNESCO for a 10-year period, 1957-1966. Unfortunately, these plans failed to reach their objectives[15] and new plans with the same objectives were developed in 1981 and in 1996.[16]

11. In 1990, UNDP, UNESCO, the United Nations Population Fund (UNFPA), the United Nations Children's Fund (UNICEF) and the World Bank convened the World Conference on Education for All: Meeting Basic Learning Needs, in Jomtien, Thailand. It was attended by 1,500 participants representing 155 Governments and 150 non-governmental organizations (NGOs) and adopted the World Declaration on Education for All, endorsing a broad functional definition of basic education that encompassed

> ... both essential learning tools (such as literacy, oral expression, numeracy, and problem solving) and the basic learning content (such as knowledge, skills, values, and attitudes) required by human beings to be able to survive, to develop their full capacities, to live and work in dignity, to participate fully in development, to improve the quality of their lives, to make informed decisions, and to continue learning.

It was understood that the 1990s were to be the decade to reach the EFA goals.

12. The EFA 2000 Assessment, launched in 1998, evaluated progress made in the 1990s. It showed that the world, despite having made progress, was still far from the education goals that had been set. Therefore the World Education Forum, once again jointly convened by UNDP, UNESCO, UNFPA, UNICEF and the World Bank, held in Dakar, Senegal, in April 2000, adopted the Dakar Framework for Action which inter alia set six specific EFA goals which are:[17]

(a) Expanding and improving comprehensive early childhood care and education, especially for the most vulnerable and disadvantaged children;

(b) Ensuring that by 2015 all children, particularly girls, children in difficult circumstances and those belonging to ethnic minorities, have access to and complete free and compulsory primary education of good quality;

(c) Ensuring that the learning needs of all young people and adults are met through equitable access to appropriate learning and life skills programmes;

(d) Achieving a 50 per cent improvement in levels of adult literacy by 2015, especially for women, and equitable access to basic and continuing education for all adults;

(e) Eliminating gender disparities in primary and secondary education by 2005, and achieving gender equality in education by 2015, with a focus on ensuring girls' full and equal access to and achievement in basic education of good quality;

(f) Improving every aspect of the quality of education, and ensuring their excellence so that recognized and measurable learning outcomes are achieved by all, especially in literacy, numeracy and essential life skills.

13. In full recognition that education is firmly anchored in the diverse historical, cultural, social, economic and political contexts of countries and regions within them, it was left to the countries themselves to set their own course, within the context of the six goals. As stated, the Millennium Declaration reconfirmed two of these EFA goals. Obviously **what we now know in 2003 is that the EFA goals and the two education MDGs will once again be in danger of not being met in many poor countries unless unprecedented efforts are made** both at the national and international levels and decisive and courageous corrective action is taken on many fronts.

B. Reasons for failure and challenges

14. **There are manifold reasons why the ambitious goals set in many plans of action over the last 40 years have not been reached. They are of a historic, political, legal, economic, social and institutional nature.** Commitments seemed to have been taken on too lightly, underestimating the complexity of the development process in general, and of education in particular. **Monitoring and evaluation have not been systematic**

enough to allow successor plans to benefit from results obtained.

15. Going back in history, the situation of education that the colonial Powers left was not brilliant.[18] "In 1970, i.e. ten years after independence, there were ten times more children in primary education and nearly fifty times more at secondary school."[19] Since then further progress has been made,[20] despite the numerous impediments and difficulties encountered, many of which still prevail. These concern both developing countries and the donor community and are obviously often closely interrelated. National Governments suffer notably from the following:

- Inadequate political commitment to education as a fundamental human right and lack of leadership;
- Absence of sustainable integration of social policies into the general development (and public expenditure) framework;
- Insufficient financial resources, insufficient budget allocations because of weak domestic resource mobilization and inadequate public expenditure monitoring;
- Inadequate concern for and attention to equity issues, such as gender equality, the poor and disadvantaged (minorities, remote populations, the handicapped, street children, etc.) and absence of pro-poor strategies and incentive schemes;
- Weak, non-transparent and inconsistent education policies and sector plans, and lack of continuity in policy reform owing to changes in government;
- Poor governance with sub-optimal use of both domestic and external resources, corruption/mis-management of resources, lack of transparency and accountability to education stakeholders;
- Inadequate regulatory frameworks and oversight mechanisms;
- Weak management and implementation, poor education delivery systems (lack of incentives), often because of a lack of human and financial resources and/or attention to clients, and a weak civil service;
- Lack of robust education data and statistics, also at disaggregate levels, for informed national policy-making because of weak statistical capacity and lack of incentives to strengthen it;
- Little public support owing to lack of stakeholders' involvement: teachers (and their unions), parents, communities and civil society at large;
- Too little focus on quality and relevance of education to the individual and to society; inadequate curricula, leading to low performance, high dropout rates and school alienation;
- Too little focus on completion and acquisition of basic education knowledge and skills, i.e. actual learning acquisition and outcome; lack of both national and international student learning assessments;[21]
- Lack of incentives for teachers (salary-related and others), lack of adequately trained teachers in sufficient numbers, of women teachers as role models because of insufficient training institutions and/or low numbers of students in the secondary and tertiary education cycle;
- Lack of school buildings at manageable distance from clients and of infrastructure also adapted to female students, such as latrines;
- Lack of quality teaching materials in sufficient quantity;
- Lack of quality control, also of private education providers;
- Lack of coordinating capacities within the government sector; not enough policy coherence, cooperation and interaction among sectors and vis-à-vis the donor community;
- Absence of clear priorities and objectives; involvement of too many actors with no clear definition of their respective responsibilities within the Government's development or sector plan;
- Insufficient monitoring of results; poor use of results of evaluations of strategies and their implementation for subsequent informed policy formulation and action;
- Less than favourable international economic and trade environment, external shocks, debt situation;
- Natural disasters, HIV/AIDS and other major health problems, warfare and civil disturbances;
- High levels of debt impeding the rational use of domestic resources;
- Rapid population growth, combined with weak economic conditions.

On the donor side the problems are, notably:

- Inadequate political commitment to assist developing countries in attaining the jointly elaborated education goals;
- Inadequate levels of external aid resources;
- Limits on developing countries' access to global markets; decline in development aid over the years; inconsistencies in donor policies;[22]
- Inadequate attention to aid effectiveness and to development and education outcomes (poor outcome and results focus); restrictions attached to assistance (tied aid); dispersion of aid;[23] poor linkage to national development and sector strategies of the

partner countries; inadequate alignment of policies, procedures and practices around the recipients' own system;[24]

- Diverse and inconsistent policy advice and prescriptions from the various actors of the international donor community, for instance, structural adjustment—the "Washington consensus" and the lean State theory[25]—and/or demands for decentralization without adequate attention to capacity-building at decentralized levels;

16. However it still remains difficult to explain why the international community has continued to establish overly ambitious action plans. **If the MDGs have a chance of being realized this time it will be because the international community has taken the true measure of the seriousness and urgency of the situation (and the consequences of non-action) and because there is a readiness to learn more systematically from experience, to share such knowledge and to reform where necessary, and last but not least to honour commitments made.**

17. The Addis Ababa Plan of Action of 1961 was already a results-focused action plan, based on the needs demonstrated by participating countries, expressed inter alia, in terms of financial and material requirements in the various domains. The Plan made a case for the interrelationship of education and the economic environment and set clear priorities which, in its Short-Term Plan: 1961-1966, were to be secondary education, curriculum reform and teacher training, all of which aimed at increasing total school enrolment from 11 to 15 million. The Plan provided detailed costing and established domestic and external financial needs. The Long-Term Plan: 1961-1980 aimed at primary education of high quality by 1980. Important features of the Plan were ownership, concern for quality and the recognition that quality primary education needs prior investment in secondary and higher education, if teachers are to be adequately trained.

18. This Plan and those that followed, were mostly built on "collective wisdom" and accumulated experience. These are based on the knowledge that education, apart from being a fundamental human right, is an area where investments yield a high return for the empowerment of the individual and the economic and social benefit of society. "Private rates of return ... appear in all regions of the developing world to be higher for primary than for secondary and tertiary education."[26] School systems have to be built "bottom-up" and formal primary education ought to be enlarged to encompass the concept of "basic education". EFA principles and goals need to be integrated into education-sector plans, starting with early childhood education. In order to attain literacy, numeracy and other important life skills, a child needs to have completed five to six years of continuous quality education. Education has to be recognized as valuable to the community, households and individuals. Ownership of the education system involves active participation of the stakeholders with their fair share of decision-making. Civil society at large has to be involved in a participatory fashion, including teacher unions. Periods of teaching have to take into account the needs of the population. A multilingual, cultural approach has to be adopted and incentive schemes have to be devised (like food and health provision), particularly for the disadvantaged strata of the population, to enhance girls' education and to ensure gender equality. Direct costs of schooling, such as school fees for registration, tuition, examinations, school uniforms, textbooks and other school material, e.g. paper, pencils, etc., transportation and meals, often have negative or prohibitive effects, especially for the poor, and negatively impact on gender equality.[27] So also have the "opportunity costs" associated with education.[28] The content of learning has to be adapted not only to the challenges of individual and collective empowerment, but also to domestic labour markets. Priority has to be given to quality teacher training in sufficient numbers, with particular attention to training of female teachers as they act as important role models. Quality education also depends on friendly school environments, schools have to be near their clients and the buildings adapted to a gender-balanced student population. The pupil/teacher ratio should not exceed a certain number (40), the development of education should be carefully planned and sequenced and financing of education in the country has to reach a certain percentage of gross national product (GNP),[29] etc. All this and much more is well known.

19. As one education specialist put it, there is practically nothing that is not known in the field of education as a result of national experience and increased international cooperation in the last 50 years. **It is, however, less evident whether in the past sufficient systematic use has been made of evaluation and monitoring and whether lessons learned have been sufficiently made known to other development partners for them to benefit usefully therefrom.** These matters of knowledge management and transfer will have to be improved in the future. **See recommendations 5 and 6.**

20. But there are other issues that need to be resolved. These relate to weak statistical capacities in many developing countries (ensuing lack of data, especially at disaggregate levels, including gender) which impact on both policy formulation and action.

C. The seriousness of the present situation and the problem of data

21. UIS,[30] situated in Montreal, Canada,

> is the guardian of international education statistics. At the heart of the Institute's mandate is assistance to Member States to collect, analyse and disseminate internationally-comparable education indicators that inform policies and monitor their outcomes.[31]

The Institute is facing many challenges. "One of these is to consolidate the quality of existing data to ensure that they are better aligned with today's indicators" which "is vital for the accurate monitoring of progress". Another "is to incorporate education data from different sources to achieve better estimates of missing data, which represent a considerable gap in our knowledge". Another challenge resides in the fact that aggregated administrative data need to be complemented by "individual- and school-level data that will inform national policies".[32] Generally speaking administrative data need to be complemented inter alia by household survey data, for a better understanding of the socio-economic background of the client population. A look at the statistics available provides an awareness of the lack of information collection on issues of relevance from a gender perspective, and of the shortcomings in sex disaggregation of existing statistics. Data on disadvantaged groups of the population, such as refugees, are also lacking.[33] In a recent report of the Secretary-General on implementation of the United Nations Millennium Declaration, it is admitted that for the indicator "Pupils starting grade 1 who reach grade 5" there is "limited data availability at the country level".[34] The *EFA Global Monitoring Report 2002—Education for All: Is the World on Track?* informs that its preparation "has highlighted major gaps in our knowledge. For example, primary-school net enrolment data for 1999 are not available for well over seventy countries." It is also clearly stated that

> While it is still possible to arrive at informed judgements, better monitoring will require additional investment in the collection and analysis of data, and in policy-related research and evaluation.[35]

22. There is an undeniable tension between the collection of more timely data and other aspects of data quality such as quality assurance and cross-national comparability. "[P]olicymakers require a rich range of complementary data rather than a restricted set of indicators" which have to be adapted to policy priorities.[36] The challenge therefore consists in providing policy makers with a range of indicators which suit their policy priorities. For UPE "they are likely to choose a set of indicators that address access, participation, progression and outcome".[37]

23. Global estimates by UIS indicate that, based on 2000 data, 104 million children of primary school age were not enrolled in school, 57 per cent were girls[38] and some 96 per cent of these children were living in developing countries. This figure is considerably lower than the estimate of 115 million out-of-school children for 1999, given in the *EFA Global Monitoring Report 2002*.[39] Information on children who are enrolled and who are not enrolled is undoubtedly very important to national policy makers and the public.[40] The author maintains, however, that one of the reasons for aiming at universal completion in the MDG and for adopting the sixth EFA goal,[41] with its attention to quality, is the implicit expectation that completion would allow children to acquire writing, reading, numeracy and other essential life skills.[42]

24. In respecting the spirit of the education MDGs and the EFA goals, **what ultimately really matters is the number of children who, at the end of their primary schooling, are able to read, write, calculate and have acquired life skills, and to take the necessary corrective action in favour of those children who have not**. To that end, this report argues that enrolment data do not suffice. Beyond data on access, policy makers also need to have reliable data on participation, progression and outcome, most importantly learning outcome. At present it seems as if these data are not readily available for all countries or not robust enough to allow for comparability. For adequate remedial action to be taken it is thus important **ultimately to arrive at reliable information on how many children of primary school age in the world are "missing out on education"**. These are children who have never enrolled in primary school, as well as those who enrolled but dropped out and never completed primary school and those children who completed it formally but for a variety of reasons, such as lack of quality teaching, have not achieved adequate learning outcomes. The number of all these children of primary school age is difficult to measure as data for all of the elements are not readily available for all countries. **The number of these children "missing out on education"**

would certainly be considerably higher than the 104 million out-of-school children and most likely closer to 40 per cent of the children of primary school age in developing countries.[43] The gravity of the situation and the scale of the problem should thus not be underestimated and they should convey the sense of urgency that is required for action.[44]

25. **Complementing the commonly used primary enrolment rates (PERs) with completion rates is necessary, as it corresponds to the education MDGs** and provides a better indicator of quality. It also helps to track how well the school system reaches the poor, as retention is a better measure than enrolment. Convinced that

> unlike universal access, universal completion cannot be achieved without ensuring schooling quality, students' learning progress, and household demand for education—all of which are interlinked,[45]

the World Bank embarked on the collection of data, relying on its task teams and also using UIS data to arrive at a first set of primary completion and proxy estimates aimed at measuring completion. According to its definition,

> The primary completion rate (PCR) is a flow measure of the annual output of the primary education system. It is calculated as the total number of students successfully completing (or graduating from) the last year of primary school in a given year, divided by the total number of children of official graduation age in the population.[46]

This PCR is considered to be a more flexible concept than net and gross enrolment and "a more realistic—and substantively meaningful—goal for developing countries as well".[47] The

> primary completion rate is a more accurate indicator of human capital formation and the quality and efficiency of the school system than are gross and net enrollment ratios.[48]

26. But this first set of primary completion rate and proxy estimates needs to be regarded as just that—an initial data set that can be improved greatly in terms of both robustness and timeliness if national governments and international partners work together to refine them.[49]

A challenge that needs to be taken up by all of them. The World Bank arrived at the following results: "Since Jomtien in 1990, the global average completion rate in the developing world has improved from 72 to 77 percent."[50] This global average masked large regional differences. Latin America and East Asia, with relatively high completion rates, made little progress in the 1990s; Africa had a completion rate of only 55 per cent (with the lowest completion rates in sub-Saharan Africa); and in South Asia only two out of three children completed primary education.

> Seventeen middle-income and 21 low-income countries saw completion rates stagnate or decline over the 1990s. Cases such as Afghanistan ... are obvious and dramatic. But other countries which have lost ground include Venezuela, Thailand, Zambia, Cameroon, Kenya, Madagascar, Albania, and Belarus.[51]

27. Current trends suggest that 70 countries are at risk on universal primary completion by 2015 ... and there is no data for an additional 16 countries. ... The goal of eliminating gender disparity in primary and secondary education by 2005, however, will not be met. Meaningful progress can still be achieved within this tight time frame, such as achievement of gender parity worldwide for Grade 1 intake, if developing countries and their partners launch action today.[52]

According to the *EFA Global Monitoring Report 2002*, 83 countries have already achieved the three quantifiable EFA goals, that is primary net enrolment, levels of adult literacy and gender parity in primary school gross enrolment or will achieve them, 43 countries have made progress but at least one goal is likely to be missed by 2015 and 28 are in serious risk of not achieving any of the three goals.[53] Such figures do not always give a full picture because of the **enormous differences that exist between countries and within countries**, between regions and between rich and poor and disadvantaged strata of the respective populations.

28. According to World Bank estimates,[54]

> some 36 out of 155 developing countries have achieved universal primary completion ... another 30 are "on track", or likely to reach the goal on trend rates of progress achieved over the 1990s ... **Eighty-nine countries, however, are "at risk" of not reaching the goals unless progress is accelerated.**

In this last group, the report distinguishes 60 countries that are "not on track" to achieve UPC by 2015 and 29 that are "seriously off track".[55]

29. This relatively severe diagnosis is probably too optimistic. As mentioned above, completion does not mean that all students who have completed five to six years of schooling are able to read, write and calculate nor that they have acquired the skills they need to continue learning throughout life.

If the success of education is to be gauged by what and how children learn, better ways must be found to measure the quality and relevance of education.[56]

30. **Assessing learning achievement has been recognized as essential for testing the quality of education and for initiating reform where necessary**. It gives a measure of whether education investment is productive. But it is also pivotal for stakeholders, such as parents who want to have reason to be confident that their children will acquire the knowledge and skills that they need to be able to perform as individuals, as workers, family members and citizens. And it is equally important for the children to gain confidence. It does not seem that learning outcome tests exist in all countries. Experience with assessments in developed countries shows that, in general, an important percentage of the candidates do not acquire the necessary knowledge and skills to qualify.[57] Indeed where examinations have been organized in developing countries, the results show that a great percentage of children have not acquired the knowledge and skills required. The *Oxfam Education Report*[58] gives the example of Bangladesh, where a national test, independent from the school curriculum, called the Assessment of Basic Competency (ABC), has been used to test the knowledge of children in reading, writing and arithmetic. The test held in 1998 showed that only 57 per cent of children who had gone on to grade 5 were able to pass.

31. There are a number of initiatives worth mentioning in this context. The jointly sponsored "UNESCO-UNICEF Monitoring Learning Achievement (MLA) project represents one of the most comprehensive attempts to devise an international framework for measuring learning that transcends the traditional focus on exam results or school enrolment" as important as they may be.[59] UNESCO has been very supportive of national assessments within regions, such as the Southern Africa Consortium for Monitoring Educational Quality (SACMEQ), the Latin American Laboratory for Assessment of Quality in Education and the Third International Mathematics and Science Study (TIMSS). One of the main breakthroughs of the latter is that it is both national and international

in that it provides a range of test scores that can be used to compare countries, and country specific scores that can be used to assess each country's performance against its own objectives.

"Multiple Country National and International Assessments" such as TIMSS, SACMEQ and the Programme for International Student Assessment (PISA) are very important as they "generate a rich analysis of comparative performance".[60] It will have to be left to the countries to decide for which type of assessments to opt, to best suit their priorities and also their limited resources.

32. **For the time being many children in developing countries will be left with little more than the knowledge and skills that they have acquired in a full formal primary/basic education cycle**, which will also vary in length from country to country. For policy makers, as much as for society at large, it is thus **crucial to obtain a meaningful picture of their learning outcomes at the end of that cycle**. Assessing learning achievement has also been recognized as essential, in line with EFA goal 6, to test the quality of education and to initiate reform, where necessary. **This report recommends that UNESCO and its partners should assist countries to conduct assessments at the end of the national primary cycle, as this will have immediate national policy relevance**. This should in no way diminish the importance of also assessing student learning at subsequent levels of education, but that is outside the scope of this report. An assessment system at the end of the ISCED-defined primary system would allow for useful cross-country comparison. It has to be acknowledged that such assessments, as useful as they would be, might be too ambitious for the time being, given the significant cost and expertise of mounting them and the presently limited resources in many developing countries. Arriving at such cross-country comparability should, however, be maintained as an aim to be attained in the future. **International organizations such as UNESCO, UNICEF and others, are called upon to assist countries in monitoring and evaluating** the assessments in such a way as to ensure that lessons are being learned and shared for the benefit of other countries and regions as well.[61] **See recommendation 3.**

33. **In many developing countries the importance of statistics for national policy formulation is underestimated.** This has led national statistical offices to operate on meagre resources. "[M]ost of them do not have enough resources to undertake censuses and surveys, and sometimes even lack resources for normal operations."[62]

To build up statistical capacity to collect and use data is therefore pivotal as in many countries there is a recognized weak link between data collection, analysis and use of data, not to speak of those countries where "lack of adequate data makes it even difficult to devise appropriate policies and interventions".[63] The problem

also resides in the fact that there is a **lack of priority given to statistics and a lack of accountability incentives to make data-based decisions.**

34. **There is also an unprecedented demand for data by international agencies**, especially in the context of monitoring the ever-increasing number of action plans adopted by the international community and the multitude of processes that have been launched (such as CCAs, UNDAFs, MDGs, etc.). Such diverse and multiple demands put great strain on national capacities. **Therefore statistical capacity-building has to be accompanied by increased efforts among international organizations and institutions to rationalize their statistical demands whenever possible. Such rationalization must become part of the aid efficiency agenda.**[64]

35. **It is also indispensable to improve the collection and quality of information in the respective countries.**[65] It is thus essential to increase statistical capacity-building in developing countries (at present undertaken by many organizations such as the Partnership In Statistics for development in the 21st century (PARIS21), UIS, UNICEF and the World Bank,[66] to name but a few) in order to provide them with timely and robust data for informed policy-making.[67]

36. From the above it is clear that **major efforts need to be undertaken to enlarge further the database on education and to improve its quality**. More work is needed on data related to quality issues in education as well as quantitative achievements. **Official government data have to be complemented by data from other sources** such as the Multiple Indicator Cluster Surveys (MICS) supported by UNICEF, the Demographic and Health Survey (DHS) supported by the United States Agency for International Development (USAID) and the Living Standards Measurement Survey (LSMS) supported by the World Bank. Data from these and other sources will enrich the pool of information that is necessary for enlightened policy decisions. **Cooperation among these and other relevant institutions will have to be strengthened as improving the quality of data also requires well-coordinated partnerships.**

37. Cooperation among these partners also has to be strengthened **to overcome methodological and data problems related to PCRs and to refine the completion rate methodology so as to arrive at a meaningful and robust measure of completion. See recommendation 1.**

38. Increased knowledge of the problems at hand combined with **appropriate communication strategies using the strength of civil society organizations and specialized national and international NGOs** should convince domestic and international public opinion of the need to take urgent action. They should also facilitate efforts to improve existing strategies and their funding. **Only when faced with robust evidence of the realities on the ground will Governments nationally and internationally take the full measure of the urgency of the issue. See recommendation 1.**

II. THE EXISTING STRATEGIES

A. Constraints due to the level of available financial resources and diversity of approach

39. The financial resources at the disposal of each actor determine the type of strategy that can be envisaged. In describing the different strategies and activities of the various actors in the field of education, bilateral donors, regional actors such as the European Union, or United Nations funds, programmes, specialized agencies, and the World Bank, it is important to keep in mind the many problems developing countries face that constitute challenges for them as well as for external assistance providers. These were developed earlier on.

B. Strategies and structures

40. The fact that the efforts necessary, both nationally and internationally, to reach the stated goals have been underestimated is, without doubt, part of the explanation for failures in the past. This aspect needs to be addressed in the future. It is impossible to understand the nature of the strategies currently applied by the various actors in education without taking into account the structure, importance and weight, in terms of resources as well, of bilateral and multilateral systems of assistance in this domain.

41. Most external aid structures were established between 1945 and the 1960s. They reflect the philosophy of development of that period. The optimism concerning the possibility for newly independent States to develop their economies rapidly (which the early plans of action described above reflect) gave rise to the belief that it would suffice to give assistance by sending "experts" and implementing "projects" which would give direction on the methods to be followed to achieve success. A preoccupation of the former colonial powers, as well as of the developed countries in general, was also to keep some influence in the developing world via the establishment of bilateral aid programmes. The North/South dialogue during the 1960s and 1970s did not markedly change this approach. As a result, there is a significant difference in resource levels, and in importance, between bilateral and multilateral assistance to developing countries.

C. Data on external assistance to education

42. It has proved **difficult to obtain a single set of comparable and accurate data on the level and amount of assistance provided to education by the various actors**. Data on Development Assistance Committee (DAC) members' aid have been available in the DAC statistical reporting systems since 1993. Initially, reporting by level of education was difficult for several donors, but the revision of the DAC sector classification system in 1996[68] clarified the definition of the education sector and its sub-categories (e.g. training of primary schoolteachers is classified as support to primary, not tertiary, education). For the most recent years data can be broken down by level of education for all DAC donors. As regards multilateral aid, the Inspector solicited information from the various United Nations organizations. Not all of them have recent information that they themselves qualify as being totally reliable. "And the database on aid to education is still bedevilled by conceptual problems and reporting inadequacies."[69]

43. The aggregate and activity level data in the DAC International Development Statistics of OECD are the main source of data on aid to education. While donors' internal systems might provide more detailed information, the DAC statistics allow for comparability. Unfortunately some international organizations do not yet use the system. **This report will recommend that all United Nations system organizations, not yet doing so, should report their aid activities to DAC using the same format, definitions and classifications as bilateral donors.[70] This will provide a much needed global and comparable picture of aid efforts in general, and of education in particular, according to standardized definitions and classifications, for necessary comparability and monitoring. In that way compatible data on assistance to primary and basic education would become available for all external assistance providers. See recommendation 2.**

44. At a time when the world is concentrating on monitoring development goals in partner countries, **it is also essential to have robust education data and information on external assistance in order to reach the MDGs**. Lack of information diminishes the possibility of holding donors accountable and exercising healthy peer pressure, in the spirit of the mutual accountability concept of the Monterrey Consensus. DAC is already engaged in mapping Official Development Assistance (ODA) efforts with regard to the MDGs.[71] In order to obtain a complete picture on ODA assistance to further the attainment of the MDGs **all relevant actors will have to cooperate and**

contribute towards enriching and completing the existing DAC data.

45. It would also be **appropriate to produce such summary data for the United Nations system organizations**. This would provide both Governments and the public with information in comparable form on the volume, content and method of their contributions towards the achievement of the MDGs in general and the education goals in particular.

46. The strategies of the various external actors are conceived in terms of the resources available. The size of the budgets is essential in this regard. Unfortunately the statistical information on this is not precise and therefore not totally comparable for several agencies. **The table below presents the data for 2001 reported to the DAC reporting systems by bilateral and multilateral donors.**[72]

Table. Commitments, 2001 in millions of US dollars

Commitments 2001 (*Millions of US$*)	*Aid to education*	*Of which: Basic education*
Japan	788.6	80.4
France	776.2	185.9
Germany	573.7	43.2
United States	319.3	205.1
Netherlands	209.7	166.7
United Kingdom	193.6	67.6
Other DAC countries	809.3	145.8
European Community	218.4	29.9
Total DAC	**3 888.9**	**924.7**
Total non-DAC bilateral donors	21.3	1.6
IDA	525.0	211.3
AfDF	65.1	12.3
AsDF	33.8	13.8
IDB Sp. Fund	32.8	-
Nordic Dev. Fund	6.3	-
UNICEF	56.6	56.6
UNRWA	174.3	147.4
Total multilateral	**893.8**	**441.3**

D. Bilateral donor commitments to education[73]

47. **DAC countries'** ODA commitments to the education sector in 2001 amounted to US$ 3.9 billion, of which US$ 0.9 billion were reported as aid to basic education. The six main contributors in absolute terms, i.e. France, Germany, Japan, the Netherlands, the United Kingdom and the United States, represented over three-quarters of the bilateral ODA for education. **The European Community (EC)** is a large donor of aid to education (US$ 218 million in 2001).

E. Multilateral assistance for education

48. The above table also presents data on aid to education for those multilateral donors that provide data to the DAC reporting systems in a similar format to that of DAC members themselves. The data do not necessarily correspond with figures on aid to education given in their own publications, which may be based on different definitions, flows or units of account. Their data may relate to budgeted amounts or expenditure rather than commitments, or cover all aid recipients instead of developing countries only. **The fact that some multilateral organizations do not provide data to DAC**

at all makes it difficult to estimate total aid to education.

49. **The World Bank Group** (including International Development Association (IDA)) lending capacity amounted to US$ 1,384 million in 2002.[74]

UNESCO: Regular budget for 2002 (half of the biennial budget figure): US$ 47 million (for activities, personnel and relative share of headquarters indirect programme costs); extrabudgetary resources: US$ 65 million.[75]
UNICEF: In 2002 US$ 201 million for girls' education.[76]
UNFPA: In 2000 UNFPA spent US$ 13 million from its core resources for EFA-related activities.
World Food Programme (WFP): No school-feeding expenditure figures available. Through calculations based on the cost of school feeding per child, a figure of US$ 530 million was arrived at for 2002.[77]

50. The above information conveys only an idea of the order of magnitude of aid to education. For education as much as for the other MDGs it would indeed be necessary **to provide Governments and the public with precise information as to which organization does what in education, through what means and in what form, and whether all this contributes and ensures capacity-building in the respective partner country**. Hence the need to collect **comparable data, established on the basis of a common methodology on United Nations system contributions to the achievement of the MDGs, by category of expenditure, country and region, indicating when in- country capacity-building has taken place and to what degree national execution and expertise were used and modalities and opportunities for technical cooperation among developing countries explored. It should be left to CEB to decide on the way to proceed with the collection and production of such system-wide information.** Organization-specific information should already be available as every organization is most likely called upon to report thereon to their constituencies. As for the attribution problem, use might be made of the experience gained in DAC, which already has a system in place whose methodology could be refined in the light of the needs of the United Nations system. DAC could be a place to refine such methodology, if necessary, in collaboration with all appropriate actors. Such information should be made available **in summary form for the purpose of the monitoring process of the Millennium Declaration.** It is also recommended that, if not yet systematically done, **the various United Nations organizations should provide such information at regular intervals to their governing bodies and to all their members** as this would allow for comparison, transparency and accountability and eventually contribute to a useful and necessary division of labour among United Nations system partners based on demonstrated comparative advantages and strengths. **Also see recommendation 2.**

51. **The resource situation has to be borne in mind to fully appreciate the strategies of the various actors concerned**. So far, bilateral donors provide the bulk of ODA for education. The United Nations organizations (funds, programmes and specialized agencies) were and are limited in action by their meagre resources.

52. It is more and more recognized that the international community will have to change its traditional ways and methods of work and even to envisage modification of the structures of aid, if it really wants to assist partner countries to reach the education MDGs or EFA goals by 2015. This has not however yet been fully translated into action on the ground, where it really matters. **The rhetoric is there, implementation lags behind.**

F. The need for a new approach

53. Failure to implement many of the action plans of the past has led the various actors to acknowledge that continuing "development business" as usual is not efficient, that the traditional ways of delivering development assistance are no longer standing the test of a results—and less so an impact—approach. Putting poverty eradication or at least poverty alleviation at the centre of the international development agenda will necessarily impact on the method of delivering ODA, as new priorities have been commonly agreed upon.

54. **Indeed, there is a mounting stock of commonly agreed knowledge on what needs to be done in the donor-partner relationship which now needs to be put into practice.** This is, for example: Development efforts have to be embedded in the realities of the individual partner countries to be sustainable. "A one size fits all" approach will never yield optimal results. The ownership principle will necessitate a change in attitude on the side of donors, from imposition to partnership. Donors have to be coherent in their external policy and not take away (through trade and other policies such as migration) what they give in ODA. Assistance, to be effective, needs to be untied, and has to respect country priorities as long as they are compatible with commonly agreed international goals and policies. It is no longer reasonable, because inefficient, to deliver project-related technical assistance which is ill-defined in the development plans of partner

countries. Continuing to follow institutional logic and accountability alone is obsolete in times when there is **wide recognition that partnership entails mutual accountability**. A donor-partner relationship has to be built on a predictable basis, one in which partner country commitment is as important as external donor assistance. Lack of donor coherence and coordination drains partner countries' capacities. Donor harmonization and simplification of procedures are necessary to increase development efficiency and effectiveness and to diminish transaction costs that reduce the value of external assistance funds.

55. **The ultimate test of efficiency and efficacy is the quality of the combined contribution of the international community towards positive observable "change", that is results and impact in the partner country. Working together and forging new partnerships with mutual accountability mechanisms will be the challenge**. Some progress has been made in addressing these challenges. It is the Comprehensive Development Framework (CDF) approach, initiated by the World Bank, a "holistic approach to development that balances macroeconomic with structural, human, and physical development needs".[78] CDF advocates a holistic long-term strategy with the country in the lead, both as regards ownership and direction of the development agenda, with the donors each defining their share of support in the respective business plans. It puts greater emphasis than before on partnership between Governments, donors, civil society and the private sector in implementing the country strategy, on increased transparency and accountability and focuses on achieving development outcomes.

56. The operational expression of this conceptual approach is the use of Poverty Reduction Strategy Papers (PRSPs) in low-income countries, or of equivalent instruments established along the same principles. They offer an important opportunity for action, as they provide an increasingly recognized common foundation for implementing the new partnership between developed and developing countries. They are designed to help achieve sustainable improvements in growth and poverty reduction, which in turn ought to assist countries to achieve the MDGs. This process has also shed more light on structural and methodological problems, highlighted the increased need for in-country capacity-building, advocacy, information, coordination, and the importance of appropriate financing, both domestic and external. But while progress in putting the mechanisms in place has accelerated, difficulties in translating them into reality on the ground remain. Addressing these challenges, described below, will be the task of the entire international community.

G. The different types of strategies

57. If " strategy" is to be understood as the "means" used to reach a "goal", it is not always easy to correlate the strategic approach of the various organizations with the specific activities they undertake. At least theoretically, all actors work towards the same goals, but it is sometimes very difficult to identify the specific role that each actor defines as being its own. **A precise description of these activities is rather difficult to obtain as documents only too often make rather general statements on the importance of the development of education and the role the actors intend to play, rather than a precise description of the activities undertaken in cooperation with the partner countries**.[79] The following overview of "strategies" takes these limitations into account.

58. All the organizations listed below contribute to the development of education. They have all adapted their strategies and business plans to the needs of the countries in order to reach the education MDGs and EFA goals.

United Nations Development Programme

59. As UNDP had decided in 2001 to leave education programme activities to organizations with a clear mandate and comparative advantage, it will not be dealt with in this report.[80] UNDP, however, seems to continue to support education in a number of countries, such as Nepal, but it is difficult to obtain exact figures on the content and level of support to the education MDGs and EFA goals from recent documentation. Furthermore it is one of the United Nations organizations that does not report to DAC, as mentioned earlier. It is nevertheless important to note that UNDP has been mandated to lead and coordinate United Nations efforts to achieve the MDGs.[81]

United Nations Educational, Scientific and Cultural Organization

60. UNESCO is the only intergovernmental organization in the United Nations system with competence in education that has a universal vocation, as its acronym conveys.[82] Expectations with regard to UNESCO are therefore very high both in the public but also within the

United Nations system. UNESCO has invariably been called upon to play a lead agency or coordinating role in the education sector, which is not always an easy task. It is to the credit of the present leadership of UNESCO that education has finally been given the priority attention it deserves. This has also been expressed in its share of the budget. However compared to other actors in the education field, UNESCO budgetary resources are very limited. This naturally impacts on its capacity of action, most importantly in the field.[83] **It remains the case that UNESCO is under resourced for the role it is asked to play**. Thus, and despite its decentralization efforts, UNESCO cannot ensure sufficient field presence in all the countries which have to undertake major education system reform or which need advice as they are engaged in manifold processes such as CCAs, UNDAFs, PRSPs, NSDSs and the New Partnership for Africa's Development (NEPAD) as well as the EFA-FTI and EFA flagships discussed below. Nor has UNESCO the means to support the education budgets of the countries concerned financially.[84] There are six specialized UNESCO institutes in the field of education. Considering the functions they are called upon to perform they are also underfinanced, the UNESCO International Institute for Capacity-Building in Africa (IICBA) being a particularly telling example.[85]

61. Reading through various documents regarding UNESCO activities over the last 50 years, a dilemma can be discerned, clearly stated by a former Assistant Director-General, Mr. Colin N. Power:

> Would it prove more effective for UNESCO to support small innovative projects or to encourage grand national and regional plans for the development of education, such as the Karachi and Addis Ababa Plans ... in the early 1960s?[86]

This is a statement that is still relevant as it addresses the specific role UNESCO has to forge for itself in view of the multiple actors involved in education. As many action plans exist the challenge is now also to be a respected partner on the ground.

62. UNESCO was designated as the lead agency for the follow-up to the Dakar Conference and has consequently concentrated its efforts on EFA. It states that the "six Dakar Goals"[87] are its overriding priorities and defines its mission as follows: "Promote education as a fundamental right, improve the quality of education, stimulate experimentation, innovation and policy dialogue."[88] Furthermore it "ensures that education is high on international agendas, and that human and financial resources are mobilized to help governments meet their EFA commitments". This is indeed an ambitious agenda in the context of its limited resources.

63. Recognizing its limitations, UNESCO has embarked on many collaborative and partnership arrangements. These form the so-called "multi-partner support mechanisms" to implement the Dakar Framework and are called "EFA flagships". A flagship is

> a structured set of activities carried out by voluntary partners, under the leadership of one or more United Nations specialized agency, in order to address specific challenges in achieving the Dakar goals ... from an interdisciplinary perspective, taking into account the interaction between education and other factors (for example, health, nutrition, rural development).[89] These initiatives are different ... reflecting flexible approaches to generating support and co-operation as regards a particular aspect of the EFA agenda. ... Activities include advocacy and communication, exchange of experience, institutional capacity-building, technical advice and monitoring of progress.[90]

Altogether there are at present nine such flagships involving United Nations organizations, bilateral and multilateral agencies and NGOs.[91] The membership of these flagships shows the wide range of actors that are involved in one way or the other in the broad agenda of EFA. UNESCO participates in all of them, is the lead agency of two flagships and the joint lead of five. It thus "has the potential to play a central role in strengthening the overall impact of flagship programmes".[92] Involvement of civil society organizations and NGOs is recognized to be crucial.

64. **The challenge is to make these partnerships a reality on the ground** and anchor them solidly, and on a sustainable basis, not only in eduction-sector plans, but also in the broader development and poverty reduction plans of partner countries such as PRSPs and NSDSs, regional frameworks such as NEPAD, as well as in United Nations instruments such as CCAs and UNDAFs. Unless they are fully integrated into national plans and national, regional and international development frameworks, they will not develop their full potential. It is thus **recommended that joint evaluations of the various flagships be undertaken** to inform the Regional Evaluation Conferences planned by UNESCO for 2005.[93] This would provide the various partners as well as the public at large with information as to the value of these partnerships, their respective comparative advantage and enable lessons from experience to steer future action. See **recommendation 6.**

65. *The Dakar Framework for Action—Education For All: Meeting our Collective Commitments* reaffirmed the vision of the World Declaration on Education for All (Jomtien, 1990) and welcomed the commitments made at various international conferences.[94] It also clearly indicated the tasks entrusted to the various actors, including in financing and fund-raising.[95] As will be shown below, additional efforts will have to be made by the international community to honour fully the Dakar funding pledge referred to above.

66. Taking its mandate from the Dakar Framework, UNESCO has been encouraging partner countries to establish "EFA National Plans".[96] In the opinion of the Inspector, UNESCO initially overemphasized the need for separate EFA national plans. Indeed considerable resources, both human and financial, were used by the organization to induce partner countries to establish separate EFA national plans. Questionnaires were sent out, round tables were held with EFA coordinators and advocacy campaigns were carried out in the field. It might be argued that it could have been of greater service to partner countries to continue to assist them, as and when requested, in the formulation of coherent and sustainable national education sector policies and programmes, in which EFA goals would naturally have to be fully integrated.[97] Alternatively, or in addition, UNESCO could have made sure that the EFA goals were firmly enshrined in national education-sector plans, development and/or poverty reduction strategies of the countries, embedded in PRSPs or FTIs, where elaborated, and/or consistently formed an integral part of United Nations analytical and planning documents, such as CCAs and UNDAFs. Last but not least, owing to its limited resources and field presence, UNESCO is not always able to make optimal use of the opportunities offered to influence these processes.[98] It would indeed be interesting to learn whether additional contributions can be clearly attributed to the establishment of EFA national plans.

67. In *An international strategy to put the Dakar Framework for Action on Education for All into operation*, elaborated by UNESCO in close cooperation with its international partners, there is recognition of the need to place planning of "EFA in the broader context".[99] This strategy which intends to complement other planning initiatives, such as the World Bank FTI builds on five major actions[100]: planning, communication and advocacy, financing, monitoring and evaluation, international and regional mechanisms. It elaborates on the 12 strategies that had already been defined in Dakar and proposes ways in which they can be put into operation. UNESCO wants its strategy to complement the

> EFA strategies of specific multilateral and bilateral agencies, [to serve] as a reminder or checklist of essential actions, and indicates in principle what support and collaboration national governments, each with their own EFA plans, can expect from the international community.

68. If all its strategic prescriptions are implemented, this document would certainly provide value added. So far, its impact has been difficult to assess. Additional resources have been very slow in being forthcoming or pledged, even in the context of the World Bank EFA-FTI, described below.[101] Three years after the launching of the Dakar Framework of Action, it would be **useful to start elaborating a comprehensive review and evaluation strategy of all the approaches, initiatives and activities for achieving the six EFA goals that have been undertaken by the various actors.** This would allow all the stakeholders and actors **to learn what works and why, and most importantly, how successful interventions can be scaled up and how knowledge of lessons learned can be shared**. Such a joint comprehensive evaluation strategy, if ready, would be an important input to the regional evaluation conferences foreseen in the international strategy for 2005 and, above all, to the International EFA Evaluation Conference planned for 2010. It would also be an important contribution to the comprehensive review of the Millennium Declaration foreseen by the United Nations to take place in 2005. After all, evaluations are the optimal way to assess the effectiveness, impact and sustainability of strategies and programme activities, and they provide the necessary feedback for planning and decision-making. It would be necessary to see to it that evaluations that are already being undertaken and planned by individual organizations, feed into such a comprehensive evaluation project. To that end, it is **important to create a coordinating mechanism which would ensure consistency and cooperation on the part of all the relevant actors** who are, as has already been seen from the EFA flagship programmes, numerous. **UNESCO** with "its mandated role in co-ordinating EFA partners and maintaining their collaborative momentum"[102] **would be best placed to take the lead.** This would be an important contribution and would usefully complement the EFA global monitoring exercise. **See recommendation 6.**

69. The elaboration of an international strategy was strongly encouraged by the High-Level Group on EFA which "constitutes the highest-profile manifestation of

UNESCO's role in coordinating the international partnership on EFA".[103] It was established by the Dakar Framework of Action and met in Paris in October 2001 and in Abuja, Nigeria, in November 2002.[104] The 2003 High-Level Group Meeting (HLGM) was held in India and the 2004 HLGM is scheduled to take place in Brazil. The 2001 HLGM took into account the findings of the first EFA monitoring report (produced in-house) and commissioned an authoritative, high-quality, annual *EFA Monitoring Report*.[105] So far, two of these (2002 and 2003/04) have been issued, and four preparatory working group meetings for the HLGMs held.[106] The Abuja HLGM in 2002 encouraged UNESCO inter alia to "strengthen urgently its capacity to fulfil its international coordination role", and the New Delhi HLGM in 2003 to "[r]eview and enhance its capacity for coordination".[107] UNESCO contributes to creating political momentum (Group of Eight (G8) meetings have also focused on EFA) and in maintaining it through the mechanisms described above.

70. **A good example of active and long-lasting inter-agency cooperation**, worth mentioning, is that established with WFP; under this arrangement UNESCO assists WFP in all its activities in the education sector notably through project preparation, review, evaluation, preparation of country programmes and policy development in the field of food aid and education.[108] Such an arrangement, apart from its positive effects on inter-agency confidence-building, enhances recognition of the comparative advantages and strengths of one and the other.

71. It is evident from the above that **it is, and will remain, difficult for UNESCO to establish itself as a strong and proactive lead agency for education,**[109] **unless it is fully supported by the other United Nations system organizations and unless it also actively contributes to the initiatives and processes of other organizations, such as the UNICEF acceleration strategy for girls and the World Bank-led FTI**. In the recommended extension of the FTI to LDCs at serious risk of not achieving the EFA goals, the active implication of UNESCO will be a further challenge to the agency.

72. It might be argued that, considering its limited resources, spread thinly over a great variety of education issues, UNESCO might be well advised to sharpen further its priorities to show clearly where its comparative advantage lies. Capacity-building needs to be improved and intensified to take place in the field. An organization with limited means of action in the field has to establish areas of comparative advantage and undisputed excellence. **Establishing clear programme priorities in areas of undisputed comparative advantage would help UNESCO to take on a true lead role**, which would command respect and confidence among all its partners and help in fund-raising.

73. **"The heart of EFA activity lies at the country level."**[110] **It is there that meaningful action has to take place in true partnership**. It is also necessary to agree on a more pronounced division of labour within the United Nations system organizations. **In cases where an organization does not have sufficient staff in the field commensurate with partner country demands, it might well decide to mandate another organization in the United Nations Country Team to take on specific tasks on its behalf**. The above-mentioned EFA evaluations will also be valuable in this regard as they will show where the comparative strengths of the various organizations lie.

74. **An area where UNESCO definitely has a comparative advantage and which seems more than ever in need of stepped-up efforts is UIS.** Very high expectations are indeed placed on the Institute in the light of the findings in inter alia the UNESCO *EFA Global Monitoring Report* and of the World Bank as to the need urgently to improve the reliability and quality of the education data described above. **These requirements on the part of UIS are very demanding in the light of the limited resources at its disposal**.[111]

75. **Another priority area in which UNESCO has a recognized key role to play is the quality of education.**[112] It can contribute to measure and assess better learning outcomes, essential if knowledge gaps are to be closed within a country and among countries. Much needs to be done in this area, as shown in recent surveys such as PISA,[113] which indicates clearly that school enrolment is meaningful as long as learning outcomes empower students in knowledge and skills and enable them to cope in increasingly competitive national and international environments. **If the education MDGs concentrate too much on numbers and not enough on content and relevance, then the world community will again have failed to close another inequality gap—the knowledge and skills gap.**

76. **UNESCO and its institutes, in cooperation with other organizations such as UNICEF, should assist countries to organize meaningful assessments at the end of the national primary cycle. These would provide useful information on where education stands**

in terms of quality, which is after all the true aim of the education MDGs and EFA goals.[114] The outcomes of such assessments would help to inform the public and Governments, nationally and internationally, of the real situation, and in the face of its urgency facilitate advocacy for domestic and external resource mobilization. **See recommendation 3.**

United Nations Children's Fund

77. The UNICEF medium-term strategic plan for the period 2002-2005[115] "combines a reinforced results-based management approach and **a human rights-based approach to programming**" and establishes five organizational priorities. **Two of the five organizational priorities concern EFA, that is: girls' education and integrated Early Childhood Development (ECD).** These have been chosen

> not only because their realization will contribute directly to the fulfilment of many rights of children, but also because this realization can leverage even greater results in terms of other rights and developmental outcomes.

The Plan also set interim goals in line with those of the Millennium Declaration and the International Development Targets, as follows:[116]

> (a) By 2005, all countries with a girls' net enrolment rate of less than 85 per cent in 2000 will have in place and implemented policies, procedures and practices that have reduced the number of out-of-school girls by at least 30 per cent;
>
> (b) By 2005, policies, procedures and mechanisms to promote effective quality learning in child-friendly, gender-sensitive schools will be in place and implemented in at least 50 countries; and
>
> (c) By 2005, at least 20 countries will have identified learning outcomes in literacy, numeracy and life skills, and built capacity towards ensuring gender parity in achievement in basic education.[117]

Particular reference is made to creating partnerships and advocacy at all levels. UNESCO is mentioned as a "primary partner" in this endeavour.[118] UNICEF, as stated above, continues to provide very strong pro-active leadership in the ten-year United Nations Girls' Education Initiative (UNGEI), launched at the World Education Forum in 2002, which is being used as a vehicle for further strengthening partnerships in support of the 2005 gender parity goal.

78. Well aware that, at the current rate of progress, it remains more than doubtful that the gender parity goal in primary and secondary education will be met by 2005, **UNICEF launched its "25 by 2005" initiative** during the Conference of Ministers of Education and those Responsible for Economic Planning in African Member States (MINEDAF III), in the United Republic of Tanzania in December 2002. This acceleration strategy, which aims at generating rapid, robust and sustainable results is targeted at 25 countries that are most at risk of not making the gender parity goal by 2005, as there are "71 countries with net enrolment rates for girls of less than 85 per cent, highlighting the continuing need for urgent, targeted action."[119] The major challenges are tighter monitoring, that is,

> to begin ... to monitor trends in out-of-school girls, [to be] reconcile[d] with indicators of enrolment and completion that are being reported on internationally in the context of the Millennium Development and Education for All goals ... [p]rioritizing gender ... [and] mainstreaming or scaling up successful interventions to provide wider coverage in the drive towards Education for All.[120]

79. UNICEF recognizes that

> There is the difficulty in assessing progress in learning achievement, since most countries do not have systems in place for monitoring it.[121] And there is work to be done in evaluating the wide range of interventions that UNICEF has used successfully, in order to provide evidence-based arguments to convince key partners to invest in them.[122]

This raises a global issue for the United Nations system. Evaluations are not yet systematically analysed for lessons to be learned from experience and for best practices to be distilled, for the benefit of the originating organization and for organizations active in this area and, most importantly, for partner countries. To this end, in-country databases ought to be established in cooperation with the partner countries concerned.[123] "Wouldn't it be wonderful to envisage a single platform through which empirical evidence could be accessed by all partners?".[124] This is a very valuable suggestion, which the Inspector has taken on board, by recommending that such an initiative be taken up by the United Nations Evaluation Group which regroups the evaluators of the United Nations system in cooperation with the Bretton Woods institutions and DAC. Good use should be made of existing arrangements such as the development gateway. **The Evaluation Group should be tasked with addressing the issue, with a view to proposing solutions and reporting to the Economic and Social Council in the framework of the**

triennial review process on operational activities.[125] **See recommendation 5.**

80. Tentative figures from UNICEF indicate that in 2001, 15 per cent of total expenditure was devoted to girls' education, that is US$ 153 million. In 2002 the share increased to 19 per cent, that is US$ 201 million of a total expenditure of US$ 1,044 million (excluding programme support amounting to US$ 145 million), partly owing to the prominent role played by UNICEF in Afghanistan. According to UNICEF, the acceleration strategy also builds on additional funding to be provided to many of the countries chosen through the World Bank FTI.

81. UNICEF aims at influencing global strategies in areas of its mandate, but with its strong and active field presence, it also aims at shaping national policy. It has thus developed the capacity to accompany countries and advise them on national models for successful implementation and/or on how to scale up feasible models. UNICEF makes great efforts to have its strategic orientations reflected in all the relevant international and national planning documents, such as CCAs, UNDAFs, PRSPs, or equivalent poverty reduction and development plans, and sector strategies and sector-wide approaches (SWAps) as well. The respect that UNICEF enjoys among Governments and the general public is also expressed in the levels of its supplementary funding.

United Nations Population Fund

82. The linkage between education and health, HIV/AIDS, gender issues, empowerment of women and the issue of school-age pregnancy has been clearly established. It was thus natural for UNFPA to have started concerning itself with education early on. The International Conference on Population and Development (ICPD) devoted an entire chapter of its Programme of Action to that interrelationship and, as is stated therein (chapter XI, Population development and education), the reduction of fertility, morbidity and mortality rates and the empowerment of women are largely assisted by progress in education.[126] The importance of the ICPD goal of universal access to quality Reproductive Health (RH) services by 2015 has been recognized as being essential for meeting the MDGs in general and the education goals in particular. On 21 April 2000 UNFPA signed, with the other convenors of the Dakar Conference 2000, UNDP, UNESCO, UNICEF and the World Bank, a "Joint Statement" in which it expressed its firm commitment to advance the EFA goals.[127]

83. UNFPA has contributed to improvements in the quality of basic education through promotion of curricula reforms and through training to develop more effective teaching strategies. It has also helped to keep the education of women and girls high on the international and national agendas through its advocacy efforts. Population education started in the late 1960s as a major area of UNFPA programme assistance and to this day, in coordination with UNESCO, other United Nations agencies and national partners remains a major component of education programmes in some 90 countries worldwide. The UNFPA contribution to EFA consists of in-school and out-of-school activities at country level, advocacy for women and girls, and for basic education, including girls' education. UNFPA contributes to the improvement of quality of education through curriculum revision of the relevant content such as reproductive health, adolescent productive health, population/family life education, HIV/AIDS prevention, life-skills development, peer education, gender sensitization, human rights, etc. UNFPA assists partner countries to improve teacher training through more effective teaching methods and through the development of relevant educational material and sees to it that education is integrated in all UNFPA programmes.[128] All of this is meant to enhance the quality and relevance of education. Inter-agency cooperation takes place at global, regional and country levels to support global initiatives such as UNGEI and the United Nations Literacy Decade.

84. In 2000 UNFPA spent, from its core resources for EFA-related activities, US$ 12.57 million:[129] US$ 7.3 million for reproductive and sexual health education, US$ 1.5 million for information and communication support to education and US$ 3.7 million for EFA, especially girls' education. For the period 2001-2004 US$ 22.7 million has been earmarked for reproductive health and sexual health education, US$ 5.8 million for EFA, including girls' education and US$ 1 million for information and communication support to education.[130] These resources cover UNFPA activities in 130 countries. Once again it is evident that the resource level of UNFPA is too low to allow it to make a decisive contribution in all these important areas.

World Food Programme

85. For more than 40 years WFP has been the largest organizer of school-feeding programmes in the developing world. Providing food to children at school is an important incentive to foster enrolment.[131] During the

year of the Dakar Conference on EFA, WFP reached 12.3 million children with its school-feeding activities; this number was increased in 2002 to 15.6 million children in 64 countries. The WFP Global School Feeding Campaign was launched in order to expand access and improve education for millions of poor children[132] and is the WFP contribution to EFA.[133] Take-home rations are also provided to families caring for children who have lost parents to HIV/AIDS, war or natural disasters. Specific school-feeding strategies for war and HIV/AIDS orphans exist in Cambodia, Kenya, Uganda and Zambia. By mid-2001 take-home food programmes were planned or running in 16 countries, according to the *Global School Feeding Report 2002*. As intestinal worms erode the efficiency of school-feeding programmes, WFP, with the World Health Organization (WHO) and national Governments introduced medical treatment at school-feeding sites with instructions on hygiene. Training was provided for 21 countries in 2001.[134]

86. Some remarks have to be made concerning these programmes: First, they are without doubt extremely useful, but can only reach a small percentage of children at school, approximately 15.6 million out of a total number of 593.8 million school-age children in the developing world (in 1999),[135] i.e. less than 3 per cent. The amount of resources devoted to them will thus have to be considerably increased.

87. Secondly, WFP is convinced that monitoring and evaluation form an integral part of a results-oriented school-feeding programme. It therefore developed a standardized system for collecting and processing information about its programmes in 2001 that it intends to improve and refine so as to have baseline information on all assisted school-feeding programmes before the end of 2003.[136] The satellite-based monitoring system, ARGOS, developed and tested in 2001, will be extended in 2003 to complement other WFP monitoring systems such as the COMPAS commodity tracking system, the baseline survey and unannounced school monitoring visits to improve programme management and transparency.[137]

88. It seems to the Inspector that such initiatives and their potential need to be made available to other members of the United Nations system concerned with data collection and improved collection methods. The WFP approach might provide a useful, additional sample accuracy check on attendance, enrolment and performance indicators. Synergy with UIS and all the other organizations concerned with education data collection ought to be further enhanced.

89. A general remark might impose itself in this context. Each organization naturally tries primarily to address its own organizational concerns and problems. Not enough attention is being given to exploring the potential of existing systems, or newly devised and planned ones, to serve additional purposes, which might be within the mandate of another organization, fund or programme of the United Nations system. **The time has come to share information and knowledge more systematically within the United Nations system for maximum benefit**. All organizations should thus routinely inform one another of any planned introduction of new methods or (information technology) systems to ensure optimal utilization and avoid duplication and waste. Such information sharing could be organized in the CEB context. **See recommendation 4.**

90. **WFP and other United Nations funds, programmes and specialized agencies should explore ways further to enhance cooperation in the field so as to maximize impact and increasingly consider joint evaluations and monitoring to better assess the value of their respective contributions for the partner countries.** The potential is there and a beginning has been made. WFP reports that it has

> established school feeding partnerships with UNESCO, the World Health Organization (WHO), the World Bank and a large number of Non-governmental organizations (NGOs) and the private sector.[138]

Discussions are also reported to be under way with UNICEF and the Food and Agriculture Organization of the United Nations (FAO) (to provide, for instance, agricultural tools) and with, among others, the International Fund for Agricultural Development (IFAD) (to arrange for micro-credit for women and small businesses that produce and process food in communities where WFP provides school meals)[139] to maximize the beneficial effect of school feeding.[140] Exploratory talks to increase cooperation with FAO in school gardening projects seem to indicate that the vast experience accumulated by UNICEF over the years in this domain does not seem to have been fully tapped, which points to **the crucial necessity of increasing knowledge management in the United Nations system**.[141] The 2003 *Global School Feeding Report* describes a UNICEF and WFP decision in April 2002 to join forces and establish a formal partnership to combine their areas of expertise to "dramatically improve children's health, nutrition and learning environment".[142] These initiatives need

continued and strong support from the respective executive boards. **See recommendation 4.**

International Labour Organization

91. It has become evident that no significant progress on the EFA front will be made if "child labour" is to continue unabated. According to estimates released by ILO in April 2002 in *Every child counts: New global estimates on child labour*,[143] "there were some 352 million children aged 5 to 17 engaged in some form of economic activity" (including work that is permissible under the ILO child labour conventions and that which is not) "in the world in 2000, including 211 million in the age group from 5 to 14 years."[144] Concentrating on "child labour" proper, a narrower concept excluding

> the activities of children 12 years and older who are working only a few hours a week in permitted light work and those of children 15 years and above whose work is not classified as 'hazardous'[145]

research carried out by ILO/IPEC has identified an estimated 246 million children in child labour aged 5 to 17 years, of which 186 million were below the age of 15 and 110 million below the age of 12. Some 171 million child labourers are working in hazardous situations or conditions of which 111 million children were below 15 years of age. IPEC aims at eliminating child labour, was in the beginning financed by a single donor, Germany, and started in 1992 from an initial six countries. It is now operating in 82 ILO member States with programme expenditures for 2002 that reached US$ 41 million (up from US$ 33 million in 2001 and US$ 22 million in 2000).[146] The Programme provides both upstream policy-related work and traditional downstream interventions with a large number of partners in a number of areas.

92. **Child labour is a key obstacle to EFA** since children who are working full-time cannot attend school and, for those who combine work and school, their educational achievement is affected and their tendency to drop out of school is most likely be very high. Considering the fact that the majority of out-of-school children worldwide are girls (57 per cent), efforts to increase girls' education must therefore go hand in hand with efforts progressively to eliminate child labour as girls' work is largely hidden, uncounted and unvalued (for instance, household chores, domestic servitude, agricultural work). IPEC is therefore an active member of UNGEI led by UNICEF.[147] Interaction with UNESCO takes place in the UNESCO flagship programme: Teachers and the quality of education.[148] The important role that teachers play has been already pointed out. Implementation of the Joint UNESCO/ILO recommendations for improving status and working conditions of teachers thus remains crucial for education reform. While actively engaged in non-formal education and vocational education and training, **IPEC recognizes that mainstreaming children into formal systems remains important as this allows them to withdraw permanently from work**. Children in the worst forms of child labour often belong to the lowest strata of society in terms of ethnicity and culture.[149] Targeting these and other excluded groups is important as the gradual expansion of the education system tends to take time. This is being done through various measures to offset indirect and opportunity costs, such as school meals and health care, and also other incentive schemes like income substitution and parallel income-generating schemes, e.g. microcredits.

93. **The challenge for ILO is to work in a close, interactive way, sharing and transferring knowledge and experience, and also learning from all the other partners actively engaged in reaching EFA and related MDGs, including civil society.** ILO is well equipped to make sure that all such efforts, deployed by other organizations as well, are placed in a broad, coherent and sustainable framework aiming at combating poverty and social exclusion.[150] **The challenge is for all partners in development in general, and education in particular, to adopt the IPEC objective "to promote the reduction of child labour as an explicit development objective".** This has to be taken into account when development and poverty strategies are elaborated by Governments with their international partners. These include PRSPs and NSDSs, different sector plans and programmes as well as CCAs and UNDAFs.[151] **Inter-agency cooperation with such institutions as the World Bank, major regional banks, UNESCO, UNICEF, but also the Joint United Nations Programme on HIV/AIDS (UNAIDS) and WHO, needs to be further strengthened to link up with their respective programmes. See recommendations 4 and 7.**

United Nations organization

94. In adopting the Universal Declaration of Human Rights in 1948 the United Nations General Assembly set the first international milestone for education as it established it as a basic right for all people. This was followed in 1959 by the Declaration of the Rights of the Child that declared education the right of every child.[152]

Article 28 (a) of the Convention on the Rights of the Child made "primary education compulsory and available free to all". The 1970 International Development Strategy for the Second United Nations Development Decade lists among its goals "achieving enrolment of all children of primary school age".[153] In 1980, the United Nations issued its International Development Strategy for the Third United Nations Decade stating the goal of "the closest possible realization of universal primary enrolment by the year 2000".[154] Indeed the United Nations General Assembly has passed a great number of resolutions regarding education over the last 50 years, often endorsing plans of actions and resolutions initiated by UNESCO and UNICEF on the subject. Furthermore the United Nations has initiated many world conferences, which have led to the endorsement of action plans containing goals related to education, the most significant of which is the Millennium Declaration and its education goals referred to above. Successive world conferences of the 1990s, held in the context of the United Nations, addressed the link between education and the main themes of the conferences and summits, such as children, women, environment, social development and population matters.[155] In 2001 the General Assembly adopted resolution 56/116 which proclaimed the United Nations Literacy Decade for the period 2003-2012 and with resolution 57/166 decided that UNESCO

> should take a coordinating role in stimulating and catalysing the activities undertaken at the international level within the framework of the Decade in a manner that is complementary to and coordinated with the ongoing process of education for all.[156]

To give due credit to the work of the United Nations mention should also be made of the global agenda for sustainable development, which attributes a pivotal role to education, as stated in the Johannesburg Plan of Implementation adopted at the World Summit on Sustainable Development (WSSD) in 2002.

95. The United Nations has also taken on the role of monitoring follow-up on action plans of major conferences and most prominently of the Millennium Declaration. To this end the United Nations Secretary-General and the Administrator of UNDP jointly launched the Millennium Project to recommend the best strategies for meeting the MDGs and thereby substantially improving the human condition by 2015.[157] Several task forces have been set up, one dealing specifically with education and gender equality, and have started their research work.

96. Most importantly, the United Nations has over the years been the strongest advocate for an increase in ODA. Its strategy in this regard has been very consistent. The latest attempt to focus world attention on the need for an increase in financing for development found expression in the Monterrey Conference, held in March 2002 in Mexico. The Conference was hailed as a milestone in advancing partnership between developed and developing countries and as having clarified this relationship on the basis of mutual accountability. Developing countries were to take full responsibility for their development, and partners in development were to assist in creating the right enabling environment by establishing more coherence and consistency in their strategies and support. A new concept of "compact" emerged, on which further action is needed to make it more binding and for it to be monitored. Member States of the European Union made commitments to increase their ODA,

> to an average of 0.39 per cent of their gross national product (GNP), from the current 0.33 per cent level, by 2006, as a step towards the reaffirmed 0.7 per cent target [and] the United States pledged to increase its core assistance to developing countries by 50 per cent over the next three years, resulting in a $5 billion annual increase over current levels of about $10 billion to a running rate of $15 billion per year by 2006.[158]

97. But these pledges have unfortunately not yet seen full implementation. **Developing countries argue that they have undertaken major governance and other reforms but that partners in the developed world have been slow to respond and to deliver, to increase the necessary external resources, improve coherence in trade policy, grant swifter debt relief, improve technology transfers and take other relevant policy measures that altogether constitute an "enabling international environment".** United Nations efforts to heighten awareness of all these issues have been efficient, but obviously need to be pursued.

Office of the United Nations High Commissioner for Refugees

98. The education MDGs and EFA goals will not be achieved as long as disadvantaged children, in this particular case refugee children/internally displaced persons (IDPs), are not systematically included and specifically targeted by all key stakeholder agencies involved in policy-making, planning, implementation and monitoring of education activities at the country, regional and international levels of operation. It should not primarily be left to UNHCR to deal with the issue. In

principle it is Governments that have the main responsibility to provide education to refugees. Therefore these should be taken care of through education programmes at country level. However, as many developing countries do not have the means to provide education to non-nationals, particularly in emergency situations, they greatly depend on the technical and financial assistance of UNHCR and its implementing partners. In 2002 the total budget for education amounted to US$ 37.64 million of which about half was allocated to primary education.

99. In view of this it is very **important that UNHCR should be systematically included in the enhanced cooperation and information exchange between United Nations system organizations active in the field of education**, proposed in this report, **especially when education-sector plans, EFA plans (UNESCO), girls' education acceleration strategies (UNICEF) or the World Bank EFA-FTI as well as poverty reduction and development plans are being elaborated with partner countries that have a refugee and IDP population**. Very often United Nations agencies are not present in locations where UNHCR operates. Increased interaction with UNHCR is therefore crucial. **Concern for refugees/IDPs, and their education, has to be shared by the entire United Nations system and mainstreamed in their respective strategy, policy, planning and programme activities. See recommendations 4 and 7.**

The United Nations Relief and Works Agency for Palestine Refugees in the Near East

100. UNRWA was established in 1949 with a mandate that was renewed in 2001 until June 2005.[159] The overall objective of the 2004-2005 biennium is

> to improve the infrastructure and socio-economic conditions of the Palestine refugees by continuing to provide assistance until there is a just and durable solution to the problem. ... **Education is the Agency's largest programme area, measured both in terms of its relative share of the Agency's budget and the proportion of Agency staff it employs.** The programme provides general education, teacher education and technical vocational education and training for Palestine refugee children and youth ... in conformity with ... UNESCO ... standards. The Agency will continue to rely on UNESCO for technical expertise and support.

There are four subprogrammes. The first, General education subprogramme, currently employs "15,735 teaching staff ... provides ... elementary and preparatory education ... for 500,973 eligible refugee children in 644 UNRWA schools".[160] The other three education subprogrammes concern: technical and vocational education and training, teacher education, and placement and career guidance. UNRWA thus supports not only the two education MDGs but also all the other EFA goals. Latest information available from DAC shows UNRWA commitments for 2001 to aid to education of US$ 174.1 million of which US$ 147.4 million is for basic education.

The World Bank

101. It is more than the difference in nature that distinguishes the World Bank (and IDA[161]) from the United Nations system organizations. It is, inter alia, the quality of their relationship with the partner countries, their privileged access to important cabinet officials (treasury and finance) and decision makers, as against generally line ministry access by United Nations organizations, the level of its interventions—the World Bank deals with considerable parts of the education systems of its partner countries—the size of its staff and, last but not least, the degree of confidence of major donors which is also expressed in the levels of IDA replenishments.

102. The Bank has defined its strategy in general terms in several documents, inter alia, in the *Education Sector Strategy*.[162] Even if it might be argued that its resources too are limited and mainly used in loan form, they represent, for education only, around 12 times those at the disposal of UNESCO.[163]

The World Bank's work in education is anchored in two broad areas: EFA, focused especially on universal primary education, and education for the knowledge economy (EKE).[164]

The following partial list of projects launched in 2002 gives an idea of the size and the nature of the Bank's work.[165]

- Guinea: Education For All Program (Phase I) Project: US$ 70 million (APL);
- Mauritania: Global Distance Learning Center Project: US$ 3.3 million (LIL);
- Tanzania: Primary Education Development Program Project: US$ 150 million (SAD);
- Chile: Lifelong Learning and Training Project: US$ 75.8 million (SIL);
- Brazil: Third School Improvement (Fundescola IIIa) Project: US$ 160 million (APL).

103. Lending for education in 2002 amounted to US$ 1,394 million, significantly higher than the 2001 and

2000 volumes of US$ 834 million and US$ 684 million respectively, but it remained under the levels of 1998 and 1999 which had reached more than US$ 3 billion and around US$ 1,400 million respectively. The World Bank underlines that

> Shifts in education lending continued in FY02, carrying forward the significant evolution seen over four decades of Bank lending for the sector.[166] Education lending has grown in relation to total Bank lending: its 7% share of ... total Bank lending ... was more than double the 3% share seen in FY63-69. ... Support for primary education has increased dramatically: ... 50 percent in FY00-02, compared with 2 percent in FY63-69.[167]

The Latin America portfolio has been the largest in dollar terms in 2002, with several large projects in Argentina, Brazil, Chile and Mexico. Africa accounted for a quarter of all projects.

104. Education specialists in the World Bank also stress the value of their analytical work on education. Finally

> The uses of Bank resources have shifted dramatically. ... The Bank has steadily been moving away from a "bricks and mortar" approach to one emphasizing increased access, improvements in quality, more learning materials and improvements in education policy formulation, capacity building and institutional strengthening.[168]

This reflects a clear acknowledgement that human development is essential. The contribution of the United Nations organizations to this major shift has been instrumental.[169]

The Fast-Track Initiative of the World Bank

105. Submissions to the Development Committee in 2001 and 2002 initiated what is now most commonly called the Fast-Track Initiative of the World Bank (FTI, now referred to as EFA-FTI). As co-convenor of the World Conference on Education for All in Jomtien in 1990, and the World Education Forum, in Dakar in 2000, the World Bank has centred its education strategy on EFA goals. Having pledged to be an active partner and to take up the challenges posed by the Millennium Declaration, it pursues the UPC goal with vigour. In so doing it follows the logic of the "Comprehensive Development Framework and the PRSP approach"[170] which centre action on concern for true partner ownership, partnership and inclusion of civil society. According to its *Education Sector Strategy*, the World Bank has concentrated on yielding results in basic education and education for girls with due regard to quality and learning outcomes which are recognized as being pivotal.[171]

106. Disappointed at slow progress in the Dakar follow-up and eager to reap the benefits of increased international attention to education, World Bank staff argued in submissions to the Development Committee in 2001 that the Dakar Framework needed to be complemented with a "road map for success" or "an objective framework for countries and their external partners" to monitor and measure progress and aid worthiness, and that it[172] wanted to embark on the establishment of such a framework. This initiative was encouraged by the Committee and the G8 Summit Meeting in Genoa, in July 2001, in which G8 leaders reaffirmed their commitment to help all countries to meet the Dakar goals and "urged the Multilateral Development Banks to sharpen their focus on education".[173] FTI received broad international backing, notably from the Development Committee in April 2002 and the G8 in June 2002 and was consequently launched that year. Focusing on UPE, which it intends to accelerate, it also advances three other Dakar goals: gender equality, adult literacy and education quality.[174]

107. The rationale given for the establishment of FTI is found in the executive summary of the submission to the Development Committee.[175] There, a sense of urgency, the risk of not achieving EFA goals, is stated as being much more serious and widespread than earlier believed. The absence of a road map, a framework and thus a meaningful division of labour of external partners is deplored. The case for the establishment of benchmarks, lessons learned and the conditions for EFA attainment are clearly made.

108. The World Bank identified the following four major gaps that needed expanded support: policies, data, capacity-building and financing, as partner countries need to have:

- **Data of good quality** to accurately measure and monitor progress and inform policy;
- **Sound policies** to translate the vision and strategy of a robust education system into development outcomes;
- **Strong institutional capacity** to ensure effective and sustainable delivery of quality education services;
- **Adequate domestic and external financing** to fund needed investment and recurrent expenditures.

109. The guiding principles (and comparative advantage) of FTI are:[176]

- **Country ownership**, with the locus of activity and decision-making at the country level;

- **Global benchmarking** with mutual learning on what works;
- **Support linked to performance**: it links the additional support to partner country performance;
- **Lower transaction costs** by improving coordination and coherence in donor practices in support of country-owned education-sector strategies, implying a move, where appropriate, towards a SWAp in individual fast-track countries;
- **Transparency** through open sharing of information on the policies and practices of developing countries and donors alike.

110. The World Bank argues that this process is the first global initiative to operationalize the Monterrey Consensus, as a partnership between developing countries and the donor community, at both the international and country level. It furthermore introduces a sense of mutual responsibility and accountability, which is essential for a sustainable partnership. For the initial phase, countries with a population of more than a million had to fulfil two transparent eligibility criteria. They must have a full Government-owned, poverty-focused and approved national poverty reduction strategy, emanating from a national consultative process that includes civil society, guaranteeing Government commitment to education financing in an overall medium-term expenditure, and a credible, sector-wide plan for education. They must also agree with donors to address, inter alia, key obstacles to accelerate UPC in the areas of policy, data, capacity and financing, and align primary education priorities with those for secondary and tertiary education and accept or establish a credible system of monitoring and evaluation of the results to be obtained.

111. For FTI endorsement the primary education component of the education-sector plan is judged against assessment guidelines[177] and benchmarks of the indicative framework. These indicative benchmarks taken from experience gained in high performing countries are:

- **Resource mobilization**: Public domestically-generated revenues as a percentage of gross domestic product (GDP): between 14 and 18 per cent; education share of budget (percentage), defined as public recurrent spending on education as a percentage of total public recurrent discretionary spending: 20 per cent; primary education share of education budget defined as public recurrent spending on primary education as a percentage of total public recurrent spending on education: 42-64 per cent;
- **Student flows**: intake into first grade, disaggregated by gender: 100; PCR disaggregated by gender: 100; percentage of repeaters among primary school pupils: 10 or less;
- **Service delivery**: Pupil-teacher ratio in publicly financed primary schools: 40:1; average teacher salary as multiple of per capita GDP: 3.5; recurrent spending on items other than teacher remuneration as percentage of total recurrent spending on primary education: 33; annual actual instructional hours: 850-1,000; private share of enrolments: 10 per cent or less;
- **Construction cost** per primary school class room (furnished and equipped): US$ 10,000 or less.

112. The World Bank insists that, although these benchmarks could serve as a common frame of reference for all countries, "the exact mix of policy actions required will be country specific, depending on a country's starting parameters".[178] Applied with due regard to country specificity and with a certain flexibility, they are meant to gauge progress for good system performance. The World Bank in its FTI also takes into account other issues and obstacles that impede progress.[179] The FTI pilot phase was launched by inviting 18 countries,[180] with an out-of-school child population of 17 million, to participate, and subsequently another five countries, Bangladesh, Democratic Republic of Congo, India,[181] Pakistan and Nigeria, which together account for 50 million of the estimated 104 million out-of-school children in the world. The World Bank intends to work with the latter group of countries via the so-called "Analytical Fast-Track Initiative" primarily to address the data, policy and capacity gaps, that need to be resolved to make them eligible for financial support.[182] Altogether, these 23 countries are part of a larger group of 86 low and middle-income countries, which without special national and international efforts will most likely not achieve primary education completion for every girl and boy by 2015.[183] In these 23 countries an estimated 67 million children have no access to primary schooling.

113. The World Bank identifies the following complementary actions of international partners within the central PRSP and CDF to be of relevance:[184] increased knowledge generation and dissemination of good practice, learning from experience and transferring that knowledge, meaning that institutions ought to focus on learning from evaluations and building up institutional memory. **See recommendation 5.** Areas that the World Bank identified

as having admittedly a weak knowledge base, concern, inter alia

> student learning outcomes, with a commitment to standardized assessment (initially at a national level, but eventually on an internationally standardized basis) to permit systematic tracking of learning progress [**see recommendation 3**] low-cost/high-return policy interventions such as community involvement in school construction [it is known that in many countries the cost of school construction varies considerably among donors], extension of the school year where appropriate, and increases in the number of days of schooling effectively delivered; assignment of the best teachers to the critical first years of schooling; intelligent use of multi-shift and multi-grade schooling to improve the efficiency of teacher deployment; and progressive decentralization of resources and decision-making to schools and communities.

114. Led by the World Bank, FTI also involves the European Commission, UNESCO, UNICEF, the multilateral development banks and all the major bilateral development agencies, in its planning and development. The FTI donors are expected to support country-led efforts to implement EFA, extend support for a coherent overall strategy in the education sector with emphasis on the need to improve the statistical capacities of the countries concerned, develop much needed "capacity for policy analysis, research, and innovation particularly in identifying alternative systems of delivery", assist countries to "focus on system equity" by directing resources and efforts to "ensuring schooling access and learning progress for the students at greatest risk", helping to explore "demand-side assistance to the rural poor, girls, HIV-AIDS orphans, and other disadvantaged children" who are the focus of attention in the EFA and MDGs.[185] On the financing side the World Bank calls on donors to increase funding for primary education significantly, ensure better targeting of EFA priority countries, change the mix of donor assistance by shifting a larger share to recurrent budget support (direct budget transfers in the context of SWAps), etc. In turn the assisted countries would provide greater budget transparency and monitoring of outcomes, building on the gains made through the PRSP process and Poverty Reduction Support Credit (PRSC) funding.

115. Some criticism has been aired as to the focus and method used in the FTI context.[186] The concerns expressed pertain to the choice of concentrating efforts on primary education, one MDG and thus neglecting the broader EFA agenda, including gender;[187] the choice of the countries made, as only six of the countries chosen belong to the group of 28 countries identified as being countries at risk (i.e. countries not achieving any of the three quantifiable EFA goals); and the fact that the initiative puts too much emphasis on the speed and the extent of domestic policy reform required to improve efficiency and to raise revenues. It is being questioned as to whether FTI lives up to the Dakar commitment to a global initiative. Indeed, to date FTI has yet to receive substantial and concrete international support for its activities.[188] It is being deplored that the Initiative runs the risk of being "dominated by the concerns of a minority of the core partners, rather than reflecting the consistent, coordinated, coherent work", sought by Dakar. There are doubts as to whether "the simulation model that underpins the framework" has given sufficient recognition to "the limitations of poor-quality data, the unpredictability of economic growth and unreliable population projections".[189] There is concern that the balance between efficiency and equity has not been well struck. Equity, it is argued, being at the heart of the EFA agenda, must remain in focus even as greater efficiency is being pursued. There is also a debate about the inclusion and full national ownership of the countries that have been invited and whether participation of civil society has been adequately secured. The eligibility criteria, it is argued, are oriented more towards good performance than real needs. Some partner organizations feel that the FTI track has considerably shifted bilateral donor support away from their human rights-based and equity-oriented work with repercussions on resource levels. They also feel that the framework is biased in favour of primarily economic considerations to the detriment of establishing a truly human rights-based approach to development at the core of the United Nations organizations, thus deviating from a social and human needs perspective. But there is also some hidden criticism as to the method employed. The World Bank as a key actor is being perceived as keen to dominate in its field of activity, and as not always trying sufficiently hard to consult and seek advice from other partners, such as the United Nations organizations, in areas of their respective strengths, demonstrated knowledge and expertise. But as perceptions are important factors they need to be addressed in an open and constructive manner consistent with the intent and spirit of the MDG 8. **Thus closer and better quality cooperation among all United Nations system partners (as represented in CEB), especially in the field, is part and parcel of this agenda. This is in line with MDG 8: "Develop a global partnership for development". See recommendation 7.**

116. Generally speaking, in the area of international cooperation, **additional efforts need to be undertaken to strengthen cooperative interaction further, particularly in the field**. This has to be supported by the leadership and governing bodies of the respective organizations. **In the future outcome-oriented performance reports on activities of the various organizations will have to focus more and more on cooperation and partnerships as a means to achieving results regarding the common agenda. Interaction with partners needs to be encouraged from both management and donors. Incentive structures to encourage this have to be worked out, also to induce already strained country offices to take on that additional agenda.**

117. The above-mentioned concerns and criticism should not detract from the fact that **EFA-FTI is the first concrete follow-up to the "compact" idea of the Monterrey Conference and is perceived by many as "a potentially significant response to Dakar".**[190] It is meant to take partnership and mutual accountability seriously as it builds on transparent and clearly established eligibility and efficiency criteria that are accepted by all partners at the beginning of the partnership. Consultation processes are being organized at the country level with a commonly agreed donor to take the lead so as not to lose momentum. The funding aspects are being addressed flexibly, leaving it to the donors to choose the mode of cooperation. It seems that this model could serve to improve confidence between development partners.

118. **It is important that all these areas of concern should be addressed in true partnership of all involved, that the process be carefully monitored and evaluated so that lessons can be usefully learned as it moves on, as a guide to its subsequent extension to other eligible countries and, in the future, as recommended in this report, to all LDCs off track. Making the initiative a success is the shared responsibility of all development partners. See recommendation 12.**

Bilateral donors

119. DAC of OECD regroups the major bilateral donors.[191] DAC members

> have agreed to secure an expansion of aggregate volume of resources made available to developing countries and to improve their effectiveness. To this end, Members periodically review together both the amount and the nature of their contributions to aid programmes, bilateral and multilateral, and consult each other on all relevant aspects of their development assistance policies.[192]

In the "peer reviews" DAC examines both the strategic orientation as well as the modus operandi of its members' development assistance. Their findings are published by OECD and are available on the Web[193] for the public at large. Examination of recent peer review reports leads to the following observations.

120. The DAC reports confirm that for some countries development assistance is considered to be part of foreign policy and of its operational arm. Development assistance in these countries therefore reflects the main tendencies of their foreign policy that is in turn shaped by privileged links owing either to historic, linguistic or ideological circumstances. This is the case for some European donors who continue to entertain preferential relations with countries that used to belong to their former colonial empires. But more generally, all major countries have defined their preferred zone of influence. Thus geopolitical (strategic), economic and commercial considerations often influence the choice and type of development assistance. The importance and weight of public opinion vary from donor to donor.

121. The notion of national interest and the extent of its pursuit in development assistance lead to differently structured aid administrations and determine the type and mode of assistance chosen. All this poses the problem of aid effectiveness and coherence of the policies of donors that, on the one hand, want to preserve national interests and on the other, to participate in globalization responsibly. Achieving policy coherence remains a difficult undertaking, when it goes against perceived domestic vested interests.

122. The main objectives of the peer reviews, as stated by DAC itself,[194] are to

> Monitor DAC members' development cooperation policies and programmes, and assess their effectiveness, inputs, outputs and results against the goals and policies agreed in the DAC as well as nationally established objectives. Assist in improving individual and collective aid performance in both qualitative and quantitative terms. Provide comparative reporting and credible analysis for wider publics in OECD countries and the international community. Identify best practices, share experience and foster co-ordination.

The challenges mainly concern:

- The need to increase ODA (last but not least, following the recent commitments made at the International Conference on Financing for Development, held in Monterrey in March 2002), with a view to eventually reaching the goal of 0.7 per cent of gross national income (GNI) already established in the 1970s;
- The reorganization and reform of aid structures (often located in and supervised by different administrative entities which have a different organizational logic);
- The need to avoid dispersion, be it geographically (too many beneficiary countries) or by form of aid (project aid of low volumes), and move towards SWAps, or budget support;
- The need to increase the percentage level of contributions to multilateral organizations, including a thematic funding concept;
- To increase ownership of the partner country;
- The mode of aid delivery, the necessity to untie, to increase SWAp and budget support versus traditional project support, to facilitate ownership,
- The need to harmonize and simplify policies and procedures to avoid transaction costs that drain assistance funds and developing countries' capacities;
- To improve monitoring and evaluation preferably to be undertaken jointly with the developing partner to enhance capacity;
- The need to engage in capacity-building at field level and increasingly to train and use local personnel (with a view to replacing international experts eventually);
- To place development assistance in the overall context of poverty reduction and the international development goals embedded in the outcome of major conferences and the Millennium Declaration, using existing strategic documents owned by partner countries, such as PRSPs;
- The challenge to engage and mobilize public opinion better and to convince it of the needs of developing countries; and in general, above all
- The importance of coherence for development.

123. Reorganization of funding agencies has taken place in many countries, but levels of development assistance have not been considerably increased and the new commitments undertaken at the Monterrey Conference have not yet materialized,[195] with policy coherence for development remaining a major concern. The DAC Chairman in his 2002 report states:

> Where *official development assistance* is concerned, the increase in volume over the coming years, to which the vast majority of DAC countries committed at, or in the wake of, the Monterrey Conference, is unprecedented in over ten years. It is estimated that the realisation of these commitments would raise the ODA/GNI ratio for all DAC countries from 0.23% in 2002 to 0.28% in 2006, the volume in real terms being some US$ 18 billion up on the 2002 figure (US$ 56.991 billion).[196] These growth prospects fall short of the target of doubling the volume of aid often put forward in analyses of what is needed to achieve the MDGs within the desired timeframe.

They fall even more dramatically short of the solemn pledge made by the donor community, many years ago, to allocate 0.7 per cent of GNI for ODA. According to the DAC report, it puts

> the question of the quality of aid, its productivity and effectiveness and the capacity to pledge, disburse and absorb these increased amounts allocated to operations—whose nature is also changing—... in a vastly different light. This is a question that both donors and partners must address; and **it underpins the shared priority of promoting aid effectiveness and partnership approaches.**[197]

124. In 2001 (the last year for which DAC statistics are available on a comparable basis),[198] aid to education amounted to 8.6 per cent of total DAC aid; the percentage of aid to basic education being 2.1 per cent. The DAC data[199] record the highest shares to education from New Zealand, that is 33.3 per cent of which 2.5 per cent for basic education, followed by France with 24 per cent, of which 5.8 per cent for basic education. The United States allocated 3.3 per cent for education, of which 2.1 per cent for basic education; the figures given for the European Community are 3.9 per cent and 0.5 per cent respectively with the qualifier "approximate".[200] It is surprising to learn that the corresponding overall figures for 1998 are 10.6 per cent for total DAC countries, with a 1 per cent share for basic education;[201] and for1999, 10.7 per cent and 1.2 per cent respectively.[202] The figures given in the *Development Co-operation 2002 Report* do not show any significant increase over the past years, despite the fact that solemn commitments were made in 2000, both in the context of the World Education Forum in Dakar and of the Millennium Summit. **This proves that, despite solemn commitments, donors are not yet according the necessary priority attention to education, particularly primary and basic education.**[203] **See recommendations 11 and 14.**

The European Community

125. Because of page limitation, suffice it to say that the policy of the European Commission on education and training in the context of poverty reduction in developing countries[204] recognizes that education is of vital importance in poverty reduction and in development. It identifies three priorities for Community support, which are: basic education (in particular primary education and teacher training), work-related training and higher education, especially at regional level. As far as political and strategic dialogue is concerned,

> the Commission will use its programming framework (the Country Strategy Papers) and, for the countries eligible for the HIPC initiative, the Poverty Reduction Strategy Papers prepared by the partner countries.[205] [As t]he Council is convinced that education, especially of girls and women, is central for poverty reduction, the achievement of sustainable development and the construction of democratic, prosperous societies, the Community and the Member States will adjust their policies and allocation of resources to reflect this belief.[206]

126. The "strong commitment" of the European Council to the MDGs as well as "its commitment to the Framework for Action on Education for All (EFA) ... and to the goals contained therein",[207] is clear.

> The Council acknowledges that donors, including the Community and Member States, have not increased their education aid to the developing countries as much as needed to meet the MDGs concerning education.[208] Poor progress has been made on Education for All since the Dakar Conference.[209]

Under these circumstances there are doubts that the education MDGs or EFA goals will be reached, taking into account that in most countries that benefit from the Heavily Indebted Poor Countries (HIPC) initiative, "social sectors will not necessarily be strengthened", as most of them will only be able to "allocate between 3 and 5% of GDP to the social sectors, while three-quarters of these countries have spent more than 10% of their revenue on servicing the debt in 2001".[210] The Council resolution of 2002 calls on European Union (EU) donors to significantly increase the volume of their financial support, coupled with an optimization of aid delivery which includes harmonization and simplified procedures between donors, the EC and partner countries. Consistency, coordination and complementarity with member States and other donors will have to be installed and take place via increased cooperation in the framework of well-defined Government-owned sectoral policies.

127. The education strategy of the European Commission shares many of the findings identified by the World Bank for its FTI; in addition, it is clearly stated that the "poor performing countries" will not be abandoned, as they will be assisted in their efforts to build capacity and to devise policy reform. The Commission makes a very strong case for institutional capacity-building[211] per se but also for reaching sustainability of sectoral programmes. In the education sector this might take the form of

> support for policy formulation and implementation, substantive and budget auditing of government commitments, ... consistency with public service reforms, development of teachers' capacities and training, infrastructure planning, ... support for gender issues and local capacity to produce usable statistics. ... [I]nstitutional support for education must be seen as part and parcel of the general enhancement of countries' institutional and administrative capacity. It is consistent with the Commission's commitment to finance recurrent expenditure in the context of budgetary support.[212]

The Community and member States recognize that their interaction and cooperation

> with one another and with international bodies ... must be substantially strengthened both in terms of policy analysis and the formulation of joint programmes and on the operational level through wider-ranging cooperation in the field.[213]

The European Community has decisively embarked on sector and budget support, wherever feasible, and in this has preceded the methods of its member States.

III. CHANGES THAT COULD IMPROVE THE SITUATION

A. Balance sheet of the existing strategies

128. Examination of the strategies of the various actors leads to several conclusions. **The present institutional system of international cooperation, its structures and methods of work do not permit the definition and application, in the field of education and particularly for the development of primary education, of a common strategy**, which would increase the capacity of countries to reach the education MDGs and EFA goals by 2015. **Coordination of the activities of the various actors—between donors and recipients and inside the donor community—meets with many political as well as institutional and methodological difficulties**.[214]

129. In contradiction with the solemn approval of and commitment to the education MDGs and EFA goals, **attention given to the problem of education in general, and to primary education in particular, still remains insufficient**, as shown by the percentage of ODA attributed to basic education by bilateral donors (2.1 per cent) and by the level of resources given to UNESCO and the other multilateral agencies dealing with education.[215]

130. A consistent message in nearly all the reports on EFA is the **critical importance of accurate and timely data if education policy is to be evidence-based** and if the monitoring of progress and evaluation is to be meaningful.[216]

Cooperation, especially in the field between the agencies of the United Nations system, is not yet at an optimal level, because it requires improved institutional back-up, incentive structures and additional resources which agencies (and their constituencies) have not provided. Methods of assistance to developing countries still show a lack of confidence between donors and recipients, are complex and create transaction costs. Capacity-building for the countries in need does not yet fully receive the necessary priority attention that it deserves. The diversity of advice and sometimes even contradictory counsel complicate the tasks of partner countries instead of simplifying them. **Finally, the overall amount of ODA remains at a low level**.

131. At the same time, awareness of all these deficiencies has been growing in recent years and some of the actors—notably the World Bank and DAC[217]—have drawn attention to the **urgency of making aid more effective** primarily through stronger and improved governance, **increased ownership and better aid practices, such as simplifying and harmonizing donor strategies, policies and procedures as much as possible**.[218]

132. **Advocacy of increased ODA and of adopting a new way of cooperation, in a true compact form as initiated by FTI, is gaining support.** PRSPs or equivalent documents are becoming more and more accepted by the international aid community as common planning instruments to be worked on together, with the partner Governments in the "driving seat" which helps harmonize policies. And there are some pledges for increased support for education, which give hope for the future.[219] Nonetheless, as generally agreed, overall progress remains slow and insufficient.

133. Consequently, it appears necessary to find a way to give more impetus to change, falling short of the challenge put by the Secretary-General

> that Member States need at least to take a hard look at the existing "architecture" of international institutions and to ask themselves whether it is adequate for the tasks we have before us.[220]

134. A process for monitoring and evaluation of the implementation of the Millennium Declaration and its goals has been initiated by the Secretary-General.[221] **The present report** is a contribution to this undertaking in the field of education and **will complement information and elements for discussion and decision at the yearly monitoring process of the implementation of the Millennium Declaration in the General Assembly and the Economic and Social Council as well as in the various United Nations organizations active in education**. In order to comply with Member States' demands for the increased action orientation of JIU reports, it formulates **recommendations addressed to the organizations according to their area of competence**. Some of them of system-wide relevance will also be addressed to CEB and its subsidiary bodies. It will be left to the Secretary-General, in his capacity as Chairman of CEB to make use of the Executive Committees, created as a consequence of his 1997 reform.

B. Increasing the common knowledge base about education

135. One of the main conclusions drawn in this report is the **urgency to improve statistical information and**

data, which first and foremost entails **statistical capacity-building** in developing countries.[222] Another issue that needs to be addressed is the **lack of consistent data on contributions to basic and primary education**; figures vary from source to source. Furthermore there is a definite need to **enhance knowledge about the quality of education** and what this entails for **student learning outcomes after completion of the primary/basic schooling cycle**, since many children will not have the opportunity to go much further. Therefore **assessing learning outcomes nationally** (and later on internationally) will be important. **Complementing the enrolment rates currently used with methodologically sound completion rates, and increased knowledge about learning outcomes** would give the public a better and more realistic picture of the present situation regarding primary/basic education in developing countries. **These issues are addressed in recommendations 1 and 3.**

C. Enhanced cooperation and information exchange between United Nations system organizations active in the field of education

136. **In-country cooperation and interaction between United Nations organizations and within the United Nations system** defined by CEB membership, **have to be strengthened and increased**, taking into account that this demands greater start-up resources, especially for field operations. **Coordination, cooperation and synergy creation need additional resources as well as organizational incentives to foster them**. It has to be recognized that without this the declarations of intent pronounced at headquarter levels will not be taken into account by the respective country offices and field staff, already overloaded by work connected with ever more sophisticated outcome-focused management techniques and processes which have not yet yielded the expected simplification results. Such rational investment in cooperation will be offset in time by better services rendered to the partner countries in terms of consistency of policy and programme advice and diminished transaction costs. The ongoing efforts of the United Nations programmes and funds (UNDP, UNFPA, UNICEF, and WFP) to streamline their operations and harmonize their programmes and policies need to be strongly supported by Member States. The United Nations specialized agencies should be encouraged to join in this process fully at this early stage, as waiting for it to be concluded will bereave them of early ownership and the possibility of influence. **The donor community, including United Nations organizations, has to be aware that process overload on developing partners not only creates transaction costs but most importantly drains often already strained local capacity. Joint action produces better results and impact and better models for scaling up in the country, as Governments need solid evidence of what works and produces results.** Furthermore **joint monitoring and evaluation**, with the partner Government and other donors together, contribute to reducing transaction costs and enhancing confidence-building among partners. In general, an information exchange prior to the introduction of new methods and systems, such as information technology, ought to take place in the appropriate CEB bodies, and eventually in the United Nations Development Group (UNDG) to explore multiple use. **See recommendation 4.**

D. Learning from evaluations and sharing knowledge

137. Learning from one another and sharing the lessons learned are essential to improve overall performance to the benefit of partner countries. At this stage **evaluations of individual organizations are not systematically analysed to allow best practices to be distilled.** The suggestion made to consider establishing "a single platform through which empirical evidence across organizations could be accessed" is worth exploring, last but not least in view of the triennial review of operational activities held by the Economic and Social Council.

138. In the field of education it would prove useful to embark on **a comprehensive evaluation of the activities undertaken by the various actors in the framework of the Dakar follow-up (including the various flagship programmes)** and also to assess whether the assumptions and actions foreseen by the international strategy to put the Dakar Framework for Action on Education for All into operation need to be reviewed and amended as it is conceived to be a living document. Such evaluations will have to be based on a common methodology for maximum transparency and comparability. **UNESCO, having being assigned the coordinating role in Dakar, is best placed to initiate such an evaluation and review process, which would constitute, if at least partly ready, important input for the already planned 2005 regional EFA evaluation conferences. See recommendations 5 and 6.**

E. Stronger implication of United Nations specialized agencies, programmes and funds in the further improvement of country-led poverty reduction instruments, such as PRSPs, as well as of education sector plans and the World Bank-led FTI and to strengthen further linkages with United Nations instruments such as CCAs and UNDAFs

139. The use of documents defining country strategies to reduce poverty is being generalized.[223] In many countries PRSP processes[224] have been initiated, in the beginning to fulfil conditionality attached to the HIPC initiative and for IDA lending. The declared objective of the PRSP is to promote poverty reduction strategies that are country driven, results oriented, comprehensive, partnership-based, prioritized and put in a long-term perspective. In addition it should increase aid effectiveness through better donor cooperation, coordination and ultimately harmonization.[225] In order to assist countries establish their PRSPs, the World Bank Group has developed a Sourcebook,[226]which indicates how to measure and analyse poverty, gives advice on how to define strategies for fighting it, and how to address the issue of integration of social-sector policies, such as education, health, social services, etc., into the macroeconomic and structural framework. The experience of the first interim PRSPs and the subsequent full PRSPs has been put under continuous review, in order to improve the conceptual approach underlying it, its preparatory process and implementation, and to remedy deficiencies.[227] These deficiencies result from the fact that the PRSP is an instrument with multiple objectives, many of which result in tensions, hence the need to reconcile their cohesion with other planning instruments. Other areas of concern are, inter alia, ownership and participatory approaches, both often still at sub-optimal levels, need for stronger poverty and social-impact-based planning, weak linkages between macroeconomic performance, growth prospects (often too optimistic) and proposed sectoral and structural policies, weaknesses in the budget processes and public expenditure management, definition of appropriate, disaggregated (for instance, gender) indicators for monitoring and tracking MDGs, weak baseline data, etc.[228]

140. Despite this, the PRSP process has permitted overall progress in all the above-mentioned domains. It has contributed to a better understanding of economic and social problems and their interrelationship on the part of the partner countries themselves, the donor countries and the international organizations (IMF, United Nations specialized agencies, funds and programmes and the World Bank). Progress has been made as regards the participatory approach used in its preparation (association of NGOs, of parliaments, civil society, stakeholder dialogue and consultation leading to the attention of those at the highest political level), the analysis of the causes of poverty, the definition of quantitative targets for poverty reduction, the need to link the poverty reduction strategy to the public expenditure process, and for increased and improved monitoring and evaluation. Attention has been drawn to the importance of income distribution, to the necessity "to examine the revenue effort in full PRSPs and evaluate the extent to which tax reforms simultaneously improve efficiency and equity",[229] to the necessity of improving governance, to the utility of household surveys to increase knowledge of the social impact of measures taken and to the need for improved donor alignment with PRSPs. The process has also shed more light on structural and methodological problems. It has highlighted the need for increased in-country capacity-building, advocacy, information, coordination and the importance of appropriate financing, both domestic and external. As PRSPs offer a new opportunity for common action, and provide an increasingly recognized common foundation for implementing the new partnership between developed and developing countries to achieve sustainable improvements in growth and poverty reduction, they should assist countries to achieve the MDGs.

141. In the UNDP *Human Development Report 2003* it is however argued that the PRSP process does not "yet adequately support the Millennium Development Goals".[230] Some important constraints and difficulties remain. Despite the insistence on "ownership" of the PRSPs by the countries concerned, the participation of donors and particularly the Bretton Woods institutions in the conceptual approach, preparation, and even drafting of the documents, is still important and a balance between ownership and conditionality has not entirely been struck. Despite the recognition that in the poorest countries, entrenched poverty is in itself an impediment to growth, the macroeconomic approach to growth has still not been wholly reconciled with social policy preoccupations. The underlying tenet of adjustment policies is still in some contradiction with the acknowledged need to strengthen the public service, to improve "governance" and to establish an adequate level of administrative capacity. Furthermore, inequalities seem to be on the increase everywhere,[231] particularly in developing countries. This trend shows that past policies stand to be corrected to

target and serve the poor better. And there is still room for improvement regarding the quality of tax systems for collecting enough domestic resources to support budget priorities and their role and impact on income redistribution. Addressing all these problems is of paramount importance for improving credibility of the process and the level of confidence therein on the part of both donors and recipient countries.

142. Continuing efforts for improving the PRSP process is thus fundamental, but as long as the capacity of countries has not been enhanced true ownership will not be attained. The philosophy of development, which gives pivotal importance to poverty reduction, has to be accompanied by measures that permit success in this endeavour. **Consequently research and analysis on appropriate policies for poverty reduction have to be further developed and the knowledge base on the impact of the many policy measures on the poor has to be increased.**

143. If further developed and improved, the PRSP process will have the potential of enhancing pro-poor development planning, and of opening a new dialogue between rich and poor countries. **It should therefore be in the interest of the United Nations (funds, programmes) and its specialized agencies to implicate themselves fully and constructively in the process as they have accumulated experience to offer in various fields of relevance, especially in social policy issues. United Nations organizations have to seize and avail themselves of the opportunity of making critically important contributions in the fields of their comparative advantage.**[232] An organization with definite comparative advantage in social policy is **ILO whose contribution should be crucial, last but not least for arguing for a greater role to be given to employment** and related issues in the battle against poverty. **It would be in the interest of the United Nations organizations to strengthen further the linkages between their own planning instruments, such as CCAs and UNDAFs, with PRSPs or equivalent processes.** It goes without saying that in all cases where PRSPs do not exist, United Nations system partners should fully involve themselves in the equivalent poverty reduction and development processes. **All organizations with a specific concern for education and active in the field should also constructively participate in the elaboration of education-sector plans and contribute to the further improvement of the World Bank-led FTI**, as referred to earlier. **See recommendation 7.**

144. **The Economic and Social Council should consider organizing, in 2006 or a year later, at its high-level segment, a review and assessment meeting of the poverty reduction approach and its role in furthering the MDGs on the basis of some chosen country examples.** Linked to the five-year comprehensive mid-term review of progress foreseen for 2005 in the context of the Millennium Declaration and inscribed in the broader context of the Economic and Social Council review and follow-up of international conferences and its concern to improve operational activities, such a meeting would **allow for a critical review and constructive assessment of where poverty reduction strategies have worked, yielded tangible results (including progress in reaching MDGs and EFA goals) and which lessons ought to be learned to improve the process further.** Such a **poverty reduction review meeting** in the **Economic and Social Council** should be held with the participation of all the United Nations system partners represented in CEB, and in addition should secure the participation of the DAC Chairman. As education is recognized as instrumental for poverty reduction, such a review meeting would also have to report on progress made in the implementation of this MDG and thus provide further input to the international EFA evaluation conference foreseen in the international strategy to put the Dakar Framework for Action on Education for All into operation, to be held in 2010.[233]
See recommendation 8.

F. Increased in-country capacity-building at various levels

145. A better definition of the exact meaning of "capacity-building", and of the methods to be followed, has become indispensable. The programmes to be established should be based on the recognized needs of each country, as country situations differ greatly. But everywhere, there is a double aspect to capacity: central and local institutional and administrative capacities as well as central and local sector capacities (very often linked to decentralization efforts). Methods to increase capacity at these levels ought to be chosen by the countries concerned. Donors have to be encouraged to give priority attention to capacity-building in partner countries, to modify technical assistance to create in-country capacity via, for instance, the creation of public administration and civil service training centres. Priority attention should be given to technical training in economy and finance, planning and management of public expenditure, tax collection, human resources

development, improved data collection and all matters relating to advancing public service delivery. Development of institutional administrative and sector capacities in partner countries would permit increased participation of the country in the definition of its own poverty reduction strategy, giving real meaning to the "ownership" concept. And it would also improve the quality of the dialogue with donors, essential for the fight against poverty.[234] **See recommendations 9 and 10.**

G. Increase in allocations to education within existing ODA levels and in aid efficiency

146. **The gap between rhetoric and reality in support for education seems to persist**, although it may well be too early to see stated commitments since Dakar reflected in DAC recorded figures. Analysis of the most recent data shows that overall support for education from both multilateral and bilateral agencies has been declining in recent years. Multilateral support for basic education has also gone down. ... support for basic education from bilateral agencies has increased. Nevertheless, even this more encouraging trend in support of basic education must be understood in the context of a smaller overall aid budget for education in general.

The percentage of total ODA that DAC members allocate to primary education was 2.1 per cent in 2001 (out of the 8.6 per cent to education in general).[235] **The United Nations General Assembly should consider recommending that DAC members should considerably increase the share of their ODA to education (12 per cent) with half of this amount to be allotted to primary/basic education.** In many cases, this will imply a reconsideration of their education policies as many donor countries invest in tertiary education with scholarships given to students from developing countries to study abroad. Such a reallocation is necessary if the education goals of the Millennium Declaration are to be met.

147. There is a concomitant need to continue to increase the efficiency of ODA for education, inter alia with greater in- country capacity-building. Here the main responsibility rests with donor countries.[236] **See recommendation 11.**

H. Extension of the World Bank-led Fast Track Initiative to all least developed and low-income countries off track in reaching the EFA and education MDGs—establishment of "country-specific education compacts".

148. Development partners, donors and recipients, have made considerable headway in their understanding of mutual obligations. **The Monterrey Consensus has been instrumental in clarifying this partnership and introduced the idea of a "compact" based on mutual accountability.** Partner countries were to embark on the necessary domestic reforms based on nationally owned and "driven development strategies guided by sound science, good economics and transparent, accountable governance"[237] and donors would assist them in these efforts. A "Compact", it is argued in the *Human Development Report 2003*,

puts responsibilities squarely on both sides: requiring bold reforms from poor countries and obliging donor countries to step forward and support those efforts. ... [The] success or failure of the newly global partnership the world is trying to build will hinge on achieving the eighth Goal: the one that sets out the commitments of rich countries to help poor ones who are undertaking good faith economic, political and social reforms.[238]

A considerable advance has been made in knowledge regarding aid effectiveness. There is increasing recognition of the need for donors to re-examine the conditional ties attached to their development assistance with a view to streamlining and harmonizing them, of the usefulness of shifting progressively from project and programme support to SWAps and budget support, which would reduce transaction costs and alleviate the administrative burden on partner countries, apart from the beneficial effect of more coherence. Such shifts have already taken place in some countries. Partner countries increasingly admit that changes in donor behaviour and practice have to be supported on their side by the creation of an enabling environment with adequate macroeconomic, institutional and administrative capacity to monitor and evaluate progress according to a mutually agreed timetable and results framework. Partner countries agree that monitoring and evaluation have to be strengthened to provide the necessary feedback for optimal policy formulation. All sides agree, at least in principle, that for a development partnership to be effective, it has to be established on a multi-year basis, as stop and go measures are unnecessarily disruptive and diminish efficiency.

149. The EFA-FTI of the World Bank has set the stage in education. The time has come to honour commitments made, especially in Dakar, that "no countries seriously committed to education for all will be thwarted in their achievement of this goal by a lack of resources", at least for those least developed and low-income ones that are unable to achieve the stated goals. **The time has come to expand FTI to all LDCs and low-income countries off track to reaching EFA (and thus the MDGs), using the DAC definition of per capita GNP of less than US$ 760 in 1998,[239] it being understood that the experience gained so far in the process and the lessons learned, including the weaknesses and deficiencies in substance and method, would have to inform and improve subsequent planning and implementation**. For this to happen, very active and constructive participation and implication of all the external actors are pivotal as the process has to become one of shared responsibility and mutual accountability in the spirit of the Monterrey Consensus, that will guide further action on the ground. While recognizing that some donors will be reluctant to initiate separate action on one of the MDGs, all of them will most probably agree that education has a key role and helps other MDGs to move forward.

150. **Political encouragement to extend FTI could be given by the General Assembly while recognizing full well that ultimately it is the partnerships established by the donors and their developing country partners on the ground that will guarantee its success.** It will be the task of the partnerships on the ground to establish the basis for what could be called **"country-specific education compacts"** that are to be the **basis of mutual understanding of the respective roles, rights, responsibilities and obligations of the partners as well as the criteria to be followed to achieve the education MDGs and EFA goals**. As in FTI, costing of the additional resources needed would have to be on a country-by-country basis and take country specifics into account. **All this needs to be clearly laid down in a document to ensure predictability, essential for sustained action and to represent a binding longer-term agreement between the donor community and the partner country in question. In the spirit of MDG 8 raising the value of aid by implementing more effective partnerships at the country level has to be a key consideration.** Again experience gained so far in the ongoing FTI, its indicative frameworks and guiding principles will be extremely valuable.[240] **This would move the education agenda from strategic considerations and declarations of good intent to action on the ground, based on increased mutual accountability and a clear division of labour.**

151. The high-level group established at the Dakar Conference, which according to article 19 of the Dakar Framework for Action "will be composed of highest-level leaders from governments and civil society of developing and developed countries, and from development agencies" should play a prominent role in guiding further extension and implementation of FTI both as regards substance (all EFA goals) and country coverage. This group is to mobilize political commitment for the EFA goals. The General Assembly is to mobilize political support for the MDGs and could thus usefully encourage the recommended extension of FTI as proposed. **See recommendation 12.**

1. Mobilization of private funds

152. Present and planned official Government flows are not sufficient for adequate assistance to developing partner countries to achieve the education MDGs, let alone the broader EFA goals. It is therefore pivotal to convince the public that investment in education in developing countries is a solid investment for the future that is crucial for alleviating poverty and ensuring development progress. A more reality-grounded presentation of the scale of the problem, showing that a majority of children in developing countries are "missing out on education" with all its negative consequences, individually and for the countries in which they live, should persuade public opinion of the urgent need to take measures, including increasing ODA, but also to contribute as individual private citizens. The Millennium Project Task Force on Education and Gender Equality is not alone in highlighting the need for a substantive increase in current levels of external support and improvement in the effectiveness of aid mechanisms.[241]

153. Space allows for limited elaboration and **praise of the pivotal contribution of civil society in general and NGOs in particular to furthering the goals of major conferences and especially the Millennium Declaration**. In education they have played and continue to play an important role in the Dakar follow-up, for instance in informing the public, which is the key to Governments taking a more proactive stance. Particular mention ought to be made of the Global Governance Initiative launched by the World Economic Forum to track progress and commitments to achieving the MDGs,[242] and the Global Campaign for Education,[243] the civil society coalition set up in 1999 by Oxfam, Education

International, ActionAid Alliance and Save the Children, which issued a number of relevant documents, such as "The Global Initiative on Education: meeting the promises", complemented by "An action plan to achieve the MDGs in education"[244] to name but these.

154. The challenge is to join forces and consider organizing fund-raising campaigns by the main United Nations organizations active in education together with the most prominent NGOs, foundations and other key civil society organizations. Such fund-raising campaigns should be fully used better to inform the public of the urgency of the problem at hand. They should ideally be held in all countries, developing and developed alike. Various United Nations organizations, such as UNESCO and UNICEF, already have valuable supporting networks such as "National Commissions" and "National Committees" in place, whose experience and knowledge ought to be fully used. Various fund-raising options should be explored, which could range from school partnerships, to subscriptions to help a child go to school (financing one month, one year, etc.). These should be costed and could be taken up by individual donors. Many examples of successful fund-raising campaigns and events exist, such as national lotteries, television shows with the assistance of "goodwill" education ambassadors recruited among known personalities in various spheres of life. The United Nations Global Compact (a partnership with the private sector) might be interested in investing in education as this sector undoubtedly benefits from an educated workforce. Major foundations, such as the Bill and Melinda Gates Foundation, should be easily convinced that investment in educating children the world over contributes to the establishment of a knowledge society and would be good for future business. The World Economic Forum should also be a most valuable partner. These and other ideas need to be explored and used for fund-raising for education.

155. This report **recommends that CEB, regrouping the executive heads of the organizations of the United Nations system, should consider this proposal** with a view to establishing an appropriate mechanism for implementation. The fund-raising and advocacy events could accompany the presentation of the Millennium project results in 2005 and be launched in that year. **See recommendation 13**.

J. Increase in ODA and further research for new funding sources

156. There is no doubt that existing resources, including those pledged at or in the aftermath of the International Conference on Financing for Development, held in Monterrey, Mexico, in March 2002, will not suffice to meet the financing needs that have been identified for attainment of the UPE MDG, let alone those needed to support countries in attaining the six more ambitious EFA goals, established at the Dakar Conference in 2000. This is despite the fact that the estimates for the average annual additional costs necessary for achieving UPE by 2015 of three organizations, that is UNESCO, UNICEF and the World Bank, differ greatly.[245] Indeed these estimates vary between US$ 4.3 billion (UNESCO) and US$ 8.4 billion (World Bank) with an intermediate estimate by UNICEF in the order of US$ 4.9 billion. The *EFA Global Monitoring Report 2002* concludes that the required flow is probably around US$ 5.6 billion.[246]

157. The present world economic situation and the budgetary policy of the major developed countries, being what they are, it seems **unlikely that additional funds over and above the ones already pledged will be forthcoming unless bold and new initiatives are explored**. Indeed this is what the President of the World Bank has been advocating and what the High-Level Panel on Financing for Development, chaired by the former President of Mexico, Mr. Ernesto Zedillo, undertook in 2001 as a contribution to the Monterrey Conference on Financing for Development.[247] This report, in exhorting altruistic institutions to take up the challenge of creating much needed public awareness of the urgency for increased funding for development, lists a number of imaginative and innovative sources of finance which did not find overall acceptance at the Conference but which are certainly worth further exploration. The Zedillo report, in describing the currency transaction tax (or Tobin tax) in particular, concedes "further rigorous technical study is needed before any definitive conclusion is reached on the convenience and feasibility of the Tobin tax".[248] The report advocates, inter alia, the revival of special drawing rights (SDRs), created by the IMF in 1970, as "[i]n effect, no allocation has been made since 1981"[249] and elaborates for example on a tax on the consumption of fossil fuels.

158. Since then, another, most innovative, proposal for a new financing mechanism has been made by the British Chancellor of the Exchequer, Mr. Gordon Brown. This bold proposal, called the International Finance Facility

(IFF),[250] which would be in existence for around 15 years, is meant to

> help meet the internationally agreed Millennium Development Goals. The founding principle of the IFF is long-term, but conditional, funding guaranteed to the poorest countries by the richest countries.

It would seek practically to double existing ODA, that is "to raise the amount of development aid from just over $50 billion a year today to $100 billion per year in the years to 2015". These amounts have been estimated on the basis of US$ 10 billion more each year for education, US$ 12 billion more for extra health expenditure, US$ 20 billion more for anti-poverty programmes. Under the proposal

> the developed world would make a commitment to providing long-term, untied, and effective aid to the countries that need it most. The agreed target of 0.7 per cent of Gross National Income (GNI) in aid, to which developed countries have signed up, would be reached more quickly. Section 2 of this prospectus addresses the need for an International Finance Facility. It sets out the Millennium Development Goals that we have to meet, and how far we are from meeting them. Sections 3 and 4 then set out what we have to do to meet these goals and the conditions that must be in place for the successful launch and development of an International Finance Facility. Finally, Section 5 sets out the details of the Facility itself.[251]

Without going into detail, it is however worth mentioning that the

> Donors would make a series of long-term pledges (each of them lasting 15 years) for a flow of annual payments to the IFF. Each pledge would be a binding commitment, subject to high-level financing conditionality. On the back of these pledges the IFF would issue bonds in its own name.[252]

159. This is the most innovative proposal made in the last few years. It has been presented to the major donors, and will be studied further. It is proposals of this nature that could fundamentally change the present situation, which is urgently needed so that commitments taken can also be realized. It is indeed necessary to create a bold twenty-first century equivalent of the Marshall Plan, if poverty is to be combated and ignorance eradicated. Only such bold initiatives will help the international community to move finally into the long-awaited era of implementation. If such an initiative were to be decided it would provide for the additional levels of funding needed to attain the UPE MDG as well as the EFA goals.

160. In the framework of monitoring the implementation of the MDGs it is also necessary to focus on pivotal funding solutions. **This report therefore recommends that the United Nations, in cooperation with the international financial institutions, should continue research on new and existing funding proposals, as advocated in the so-called Zedillo report and the report of the United Nations Secretary-General[253] and build on ongoing research,** such as that undertaken in the context of the United Nations University/World Institute for Development Economics Research (UNU/WIDER) project, the results of which are to be issued in 2004 by Oxford University Press.[254] **See recommendation 14.**

Notes

[1] General Assembly resolution 55/2 of 18 September 2000, United Nations Millennium Declaration, para. 19; Road map towards the implementation of the United Nations Millennium Declaration: report of the Secretary-General, annex: Millennium development goals (A/56/326), 6 September 2001.

[2] "Girls comprise 57% of all out-of-school children, down 6 percentage points from 1990." UNESCO, *EFA Global Monitoring Report 2003/4 – Summary Report—Gender and Education for All: The Leap to Equality* (Paris, UNESCO Publishing, 2003), p. 6. Web site: www.efareport.unesco.org. See also Carol Bellamy, *The State of the World's Children 2004* (New York, UNICEF, 2003) devoted to girls' education (web site www.unicef.org).

[3] Denise Lievesley, Foreword, *Global Education Digest 2003: Comparing Education Statistics Across the World* (Montreal, UNESCO Institute for Statistics, 2003), p. 4.

[4] General Assembly resolution 55/2, para. 19.

[5] A/56/326, Annex: Millennium development goals, p. 56. The indicators for monitoring progress are net enrolment in primary education, proportion of pupils starting grade 1 who reach grade 5 and literacy rate of 15-24-year-olds.

[6] The second MDG for education is goal 3, Promote gender equality and empower women, target 4: "Eliminate gender disparity in primary and secondary education, preferably by 2005, and to all levels of education no later than 2015" for which the four appropriate indicators are: ratio of girls to boys in primary, secondary and tertiary education; ratio of literate females to males of 15-to-24-year-olds; share of women in wage employment in the non-agricultural sector; proportions of seats held by women in national parliament (A/56/326, p. 56 and General Assembly resolution 55/2, para. 20).

[7] "2005 – Full enrolment in Grade 1 of 2015 target on primary education is to be achieved." UNESCO, *An international strategy to put the Dakar Framework for Action on Education for All into operation* (Paris, UNESCO, 2002), p. 32, table 6, EFA time-line.

[8] "Girls comprise 57% of all out-of-school children", at this stage estimated at 104 million. UNESCO, *EFA Global Monitoring Report 2003/4*, p. 6.

[9] This Dakar resource pledge is contained in *The Dakar Framework for Action—Education for All: Meeting our Collective Commitments*, adopted by the World Education Forum, Dakar, Senegal, 26-28 April 2000 (Paris, UNESCO, 2000), p. 9, para. 10.

[10] Foreword by the Director-General of UNESCO, Mr. Koïchiro Matsuura, and page 2 of the report.

[11] OECD/DAC, "ODA prospects after Monterrey: latest projections" (8 September 2003).

[12] Specialists continue to point out that the attainment of UPC depends even more crucially on education reform than on incremental financing.

[13] This report is addressed to the Member States of the United Nations system. As the actions of the Bretton Woods institutions (BWIs) are essential and often decisive for developing countries and as they form an integral part of the international community and are members of the United Nations System Chief Executives Board for Coordination (CEB) and furthermore have committed themselves to assist Member States to reach the MDGs, it is essential to include them in this report as "issues of coherence, coordination and cooperation" are being encouraged in the aftermath of the International Conference on Financing for Development in Monterrey (A/CONF.198/11, part III: Staying engaged, p. 15, para. 68 (b)). Furthermore the World Bank together with IDA are the most important multilateral actors in education.

[14] The statute of the Joint Inspection Unit, approved by General Assembly resolution 31/192 of 22 December 1976. Web site: http://www.unsystem.org/jiu.

[15] UNESCO, *30 Years for Education* (Paris, UNESCO, 1997), p. 95. A review by Latin American ministers in 1979 in Mexico City of the accomplishments of the previous decade and the impact of the population explosion and disparate economic growth on education found that "one adult in three was illiterate, drop-out rates were much too high during the first years of school, curricula were often unsuitable, education was insufficiently linked to development, the organization and management of [the] education system was often inefficient."

[16] Ibid., pp. 95 and 96. The resolve of the ministers in the 1979 Mexico Declaration was "to offer a minimum of eight to ten years general education to all children of school age before 1999, to eradicate illiteracy and to take urgent measures to provide education for the least privileged population groups living in rural and suburban areas" and to reform educational systems with a view to enhancing quality and effectiveness. UNESCO was consequently asked to take the initiative in launching a second major project, which was done in Quito in 1981. It was conceived as a "framework, which would propose a coherent series of national, sub-regional and regional activities, supported by international technical and financial cooperation". The ministers of education reconfirmed the pledges made in Mexico, when they met in Kingston, Jamaica in May 1996.

[17] *The Dakar Framework for Action* (see note 9 above), pp. 15-17, and brochures by UNESCO (Paris), *UNESCO and Education*, p. 4, and *Education for all: number one goal on the development agenda* (November 2000).

[18] UNESCO, *30 Years for Education* (see note 15 above), p. 15. "In the countries of French-speaking Western Africa (i.e. today eight countries: Benin, Burkina Faso, Côte d'Ivoire, Guinea, Mali, Mauritania, Niger and Senegal) fewer than 150,000 pupils attended primary schools in 1949 and only about 6,000 went to secondary school."

[19] Ibid.

[20] Ibid. School enrolment, estimated at about 300 million in 1950 with more than half in the developed world, reached a billion in 1997, with three-quarters in the developing world. By the mid-1950s, this groundswell had reached secondary education and in the 1970s post-secondary and tertiary education. In 1990, in Africa these figures reached nearly 4 million for primary levels and more than 1 million for secondary levels. Between 1970 and 1990 primary enrolment in Africa increased from 1.5 to 5.5 million and at secondary level from a little under 150,000 to almost 650,000.

[21] Jomtien Declaration (1990), art. IV. " The focus of basic education must, therefore, be on actual learning acquisition and outcome, rather than exclusively upon enrolment, continued participation in organized programmes and completion of certification requirements."

[22] International Monetary Fund (IMF) and others, *2000—A Better World for All: Progress towards the international development goals*, statement signed by Kofi A. Annan, Donald J. Johnston, Horst Köhler and James D. Wolfensohn, pp. 2-3.

[23] World Bank, *World Development Report 2004: Making Services Work for Poor People* (The World Bank and Oxford University Press, 2003), p. 217. " ... the typical bilateral donor in 2000 provided official development aid (ODA) to about 115 independent nations."

[24] Ibid., p. 213. "Currently, developing-country borrowers must produce 8,000 audit reports every year for multilateral development banks—5,500 of such reports to the World Bank." It has been reported that "a typical African country that has about 600 aid-financed projects each year submits 2,400 quarterly reports to different oversight agencies and receives more than 1,000 missions to appraise, monitor, and evaluate projects". See JIU report, "The results approach in the United Nations: implementing the United Nations Millennium Declaration" (JIU/REP/2002/2), p. 24, web site: http://www.unsystem.org/jiu.

[25] As to the impact of such policies, see Louis Emmerij, Richard Jolly and Thomas G. Weiss, *Ahead of the Curve? UN Ideas and Global Challenges* (Indiana University Press, United Nations Intellectual History Project, 2001), chap. 5, section on the rising power of the Bretton Woods institutions, pp. 125 et seq.; and Bellamy, *The State of the World's Children 1999: Education* (UNICEF, 1999), pp. 83 et seq.

[26] Bellamy, *The State of the World's Children 1999*, pp. 82-83.

[27] Kevin Watkins, *The Oxfam Education Report* (Oxfam GB, 2000), p. 173.

[28] The potential loss linked to sending a child to school, which deprives the family of the child's labour or the money income the child could earn and contribute to the family. There are a number of successful incentive schemes such as the *bolsa escola* (scholarship) programme in Brazil, which provides periodic payments to mothers subject to certification by the teacher that the child has regularly attended school. These successful programmes such as Mexico's *Progresa* programme, as important as they are, cannot be adequately addressed in this report for lack of space. They are described in many publications, most recently in the UNDP *Human Development Report 2003—Millennium Development Goals: A compact among nations to end human poverty* (New York, Oxford University Press, 2003) and the World Bank's *World Development Report 2004* (see note 23 above).

[29] See also the benchmarks elaborated by the World Bank for the EFA Fast-Track Initiative (FTI) on the basis of lessons learned in high performing countries with successful education results.

[30] Web site: http://www.uis.unesco.org.

[31] UIS, *Global Education Digest 2003*, p. 3 (see note 3 above).

[32] Ibid., pp. 3-4. It is stated that this is being planned as part of the World Education Indicators (WEI) projects in the countries participating in that programme.

[33] Of the 12 million refugees, there are about 4-6 million school-age children. According to latest figures, in UNHCR, "Refugee education in 2002: standards and indicators for 66 camp locations", unpublished source (September 2003) information is only available for about 600,000 schoolchildren.

[34] A/58/323 of 2 September 2003, p. 20.

[35] Summary, p. 13.

[36] UIS, *Global Education Digest 2003*, p. 19.

[37] Ibid.

[38] Ibid., p. 8 as well as *EFA Global Monitoring Report 2003/4* (see note 2 above), p. 6. "The number of out-of-school girls is highest in sub-Saharan Africa (23 million), followed by South and West Asia (21 million)."

[39] UNESCO, *EFA Global Monitoring Report 2003/4*, p. 6, footnote 4. "This is a consequence of a change in the duration of primary schooling in China, India and Russia, amongst other countries. In each of these cases, the official length of the primary span was reduced by one year, thereby reducing the size of the school-age population and, thus (for any given enrolment ratio), the number of children counted as being out-of-school."

[40] The main indicators used are the "gross enrolment rate" (GER) which expresses the number of pupils at a given level of schooling—regardless of their age—as a proportion of the number of children in the relevant age group (the GER can be higher than 100 per cent if children begin their first grade when they are older, or younger, than the official starting age) and the "net enrolment rate" (NER) which takes account of the age structure of those enrolled by excluding all those children who are older or younger than the officially school-eligible age group from the numerator of the ratio. But these indicators have their distinct limitations as is clearly explained in Barbara Bruns, Alain Mingat and Ramahatra Rakotomalala, *A Chance for Every Child: Achieving Universal Primary Education by 2015* (Washington, D.C.: The World Bank, 2003), pp. 29-35. Hence the realization that it would be more useful to shift the emphasis onto primary completion rates (PCRs), as initiated by the World Bank.

[41] "Improving all aspects of the quality of education and ensuring excellence of all so that recognized and measurable learning outcomes are achieved by all, especially in literacy, numeracy and essential life skills."

[42] As for primary school, a distinction has to be made between national systems and the International Standard Classification of Education (ISCED) which is applied to ensure that national programmes are comparable at the international level. The nationally defined duration may vary in length between 3 and 10 years, with a variety of starting ages. Under ISCED a primary

cycle of 6 years is the norm, but countries which have similar programmes of 5 or 7 years duration can be accepted as meeting the international standard.

[43] Children "missing out on education": all those who have not reached the EFA goal 6 which foresees that measurable learning outcomes should be achieved by all, especially in literacy, numeracy and essential life skills. This figure was arrived at by taking the average completion rate of 77 per cent calculated by the World Bank (see note 50). This means that 23 per cent of children did not complete school. Adding the variation of about 14 per cent found in household survey attendance rates (*EFA Global Monitoring Report 2002*, pp. 49-50) and accounting for the quality of education as a result of the fact that in many countries robust data on learning assessment examinations are not available, a figure closer to 40 per cent can be reached. This creates another measure of urgency.

[44] Figures varying between 113-115 million can be found. See web site http://www.oxfam.org.uk/educationnow/index. The *Human Development Report 2003* (see note 28 above) states on page 92 that 115 million out of 680 million children of primary school age do not attend school, three fifths of them girls and that "Just over half the children who start primary school finish it—and in Sub-Saharan Africa, just one in three". Several reports give some idea of the complexity of the education situation, such as the *EFA Global Monitoring Report 2002: Education for All: Is the World on Track?*, (Paris, UNESCO, 2002) *The Oxfam Education Report* (see notes 27 and 35 above) as well as reports of the World Bank analysed here.

[45] Bruns, Mingat and Rakotomalala, op. cit., p. 37. The book expands on the value of the use of the PCR and related methodological issues, pp. 37 and 39.

[46] Ibid., pp. 37-38. "It is an application of the OECD methodology for measuring secondary school completion rates to the primary level."

[47] Ibid., p. 35. On page 41 it is stated: "There is scope for more systematic quality assurance and maintenance of this database through collaboration with the UNESCO Institute for Statistics."

[48] The World Bank, *2003 World Development Indicators* (Washington, D.C., 2003), p. 67, chap. 2.15, Education efficiency.

[49] Bruns, Mingat and Rakotomalala, op. cit. p. 41, and p. 39. "The primary completion rate is both conceptually and practically a fairly straightforward education statistics. But there are some methodological and data issues."

[50] Ibid., p. 42.

[51] The World Bank, Africa Region and Education Department, Human Development Network, "Achieving education for all by 2015: simulation results for 47 low-income countries" (24 April 2002), Executive Summary, p. vi, para. 5.

[52] World Bank, "Progress report and critical next steps in scaling up: Education for All, health, HIV/AIDS, water and sanitation", synthesis paper submitted to the Development Committee (DC2003-0004, 27 March 2003), p. 1-2.

[53] UNESCO, *EFA Global Monitoring Report, Education for All: Is the World on Track?* (Paris, UNESCO, 2002), p. 15.

[54] The World Bank, "Achieving Education for All by 2015 ...", pp. vi-vii, para. 9.

[55] Ibid., p. vii, para. 9 and table 1: Prospects for Universal Primary Completion by 2015.

[56] Bellamy, *The State of the World's Children 1999*, p. 23.

[57] *Literacy Skills for the World of Tomorrow: Further Results from PISA 2000* (OECD/UIS, 2003). See also web site: www.pisa.oecd.org.

[58] Watkins, op. cit., pp. 105-106. "The results ... call for a critical look at the whole system of primary education in the country", quoted from Campaign for Popular Education, Hope Not Complacency: the State of Primary Education in Bangladesh (Dhaka, 1999).

[59] Bellamy, op. cit., pp. 23 et seq.

[60] UNESCO, *Education for All: Status and Trends 2000—Assessing learning achievement* (Paris, UNESCO, 2000), p. 17.

[61] In 2002 UIS convened a meeting with the leading agencies and organizations conducting cross-national assessments in order to promote more transparency concerning the advantages and limitations of different methodologies and to guide further action.

[62] Oliver J. M. Chinganya, "Enhancing statistical capacity and data quality—the GDDS approach", found on the PARIS21 web site: http://www.paris21.org/him/meetings.htm.

[63] Rose Mungai and Timothy Marchant, "Establishing comparability of household data across countries and time", found on the PARIS21 web site (see note 62).

[64] Brian Pink, Lyn Potaka and Keith Sykes, "Challenges for National Statistical Offices collecting and providing data requested by international agencies—'One size does not fit all'" and Chinganya, loc. cit., both found on the PARIS21 web site. "National statistical priorities should not be distorted by international demands." International agencies should not only be temperate in what data are requested, but also utilize existing sources of data within countries, when reliable, rather than requiring new data collection. This is also the opinion expressed in UNESCO, *EFA Global Monitoring Report 2003/4*, chap. 6, p. 260.

[65] This opinion is shared in UNESCO, *EFA Global Monitoring Report 2003/4*, Better data—better monitoring, pp. 258 *et seq.*

[66] See the important contribution made by PARIS21, established in 1999, to boost statistical capabilities, especially in poor countries. Its founding organizers are the European Commission, IMF, OECD, the United Nations and the World Bank. See web site: http://www.paris21.org.

[67] The *UNDP Human Development Report 2003*, pp. 35-36, makes a very strong case for "[b]uilding statistical capacity—unprecedented demand, urgent opportunity". There is a demonstrated need to: build national demand, improve national strategies and systems, secure more and more efficient use of resources, improve collaboration and coordination and strengthen international data systems. The same strong case was made in UNESCO, *EFA Global Monitoring Report 2002*.

[68] UNDP and UNICEF were involved in the 1996 revision and attended the DAC Working Party on Statistics as

observers. According to the OECD Development Co-operation Directorate (DCD) secretariat, UNICEF was very active and helped DAC reach consensus on how to measure aid to basic social services.

[69] UNESCO, *EFA Global Monitoring Report 2002*, p. 13.

[70] According to the OECD/DCD secretariat serving DAC the main problem encountered in the analysis of aid to education concerns multilateral agencies, UNDP in particular but also some other United Nations agencies. UNICEF has been reporting to DAC using the same definitions as DAC members since 2000. Data on education projects have been available for the World Bank and the regional development banks since 1973 and from UNICEF since 2000. As regards the European Commission (a member of DAC), the total amount of aid to education is known for 2000-2001 but activity level details are only available on European Development Fund and European Investment Bank activities. Further improvements are foreseen. Consultations between DAC and UNDP seem to have been initiated at the time of the finalization of this report.

[71] OECD, DCD/DAC/STAT(2003)7, "Mapping ODA commitments to the Millennium Development Goals" (2 June 2003) submitted to the DAC Working Party on Statistics in June, also addresses the methodology used.

[72] These figures were provided by the OECD/DAC secretariat.

[73] Figures provided by OECD/DCD. ODA commitments to education (DAC).

[74] *The World Bank Annual Report 2002*, vol. 1 (Washington, D.C., The World Bank, 2002), pp. 30-31, informs that the share of total lending in 2002 of US$ 19.5 billion for education was 7 per cent or US$ 1,384.6 million. It provides the distribution of loans for the education sector. This gives the following figures for education: average 1993-1997: US$ 1,700.1 million out of a total of US$ 21,510.5 million; average 1998-1999: US$2,154.3 million out of a total of US$ 28,794.8 million; 2000: US$ 728.1 million out of a total of US$ 15,276.2 million; 2001: US$ 1,094.7 million out of a total of US$ 17,250.6 million; 2002: US$ 1,384.6 million out of a total of US$ 19,519.4 million.

[75] UNESCO, *Approved Programme and Budget 2002-2003* (31 C/5) (Paris, UNESCO, March 2002), Major Programme I—Education, pp. 11-12. For activities proper for the biennium US$ 46,746 million; personnel: US$ 46,709 million; and headquarters indirect programme costs: US$ 636,600. The US$ 65 million are likely to come from DAC donors and will thus be included in their bilateral aid.

[76] E/ICEF/2003/4 (Part II), Report of the Executive Director: results achieved against the medium-term strategic plan in 2002, indicates on page 25, that in 2002 UNICEF spent for ECD US$ 302 million (29 per cent) and for girls' education US$ 201million (19 per cent). Tentative UNICEF figures indicate that in 2001 15 per cent was devoted to girls' education, that is US$ 153 million; in 2002 the share increased to 19 per cent, that is US$ 201 million of total expenditure of US$ 1,044 million (excluding programme support amounting to US$ 145 million) partly due to the prominent role played by UNICEF in Afghanistan.

[77] DAC classifies school-feeding programmes as "basic nutrition"; they are thus not considered as part of aid to education.

[78] World Bank leaflet, *Comprehensive Development Framework—Country Experience 1999-2000* (September 2000), see also the World Bank's CDF web site: www.worldbank.org/cdf in which progress made since the beginning can be appreciated.

[79] A good example is the following taken from UNESCO, *Approved Programme and Budget 2002-2003*, p. 14, "More broadly, the Programme will promote the design of educational policies, improvement programmes and reforms in such ways that they are shaped by relevant research, up-to-date information and innovative best practices"; p. 19, under the heading Main line of action 2: National and regional education strategies and EFA action plans for which the budget for the biennium 2002-2003 foresees US$ 6.9 million and US$ 20 million in extrabudgetary resources, and p. 20, results expected at the end of the biennium list, inter alia, "Development and/or reinforcement of EFA action plans within sector-wide policies and programmes, especially in Africa and South Asia, LDCs, countries in transition and post-conflict situations and E-9 countries through policy guidelines, training and capacity-building. ... Regional and subregional cooperation enhanced and policy dialogue facilitated through information sharing and support to regional and interregional networks and meetings". This rather general description of intended results does not give a clear indication of how many countries will be assisted (as against the past), which in turn will not allow for precise programme performance and implementation reports at the end of the programme budget cycle.

[80] UNDP does not figure in the Summary of international assistance for EFA by organization/agency, as contained in UNESCO, *An international strategy to put the Dakar Framework for Action on Education for All into operation*, pp. 41 et seq.

[81] More on the Millennium Project can be found in paragraph 95.

[82] *50 Years for Education*, pp. 24-25. The importance of education is clearly demonstrated by the fact that "no other concept appears as frequently as that of education in its Preamble and Article I" of its Constitution.

[83] UNESCO, *Draft Programme and Budget 2004-2005* (32C/5) (Paris, UNESCO, 2003) foresees in its core scenario of US$ 576 million (reduced zero real growth) for its Major Programme I—Education: US$ 46,481,300; the more ambitious "real growth scenario" of an overall US$ 610 million would foresee US$ 48,215,600 for Education; see Consolidated Draft Appropriation Table for 2004-2005, p. XXIII, out of which Basic education would obtain US$ 25,266,600, with US$ 146,101,700 of extrabudgetary resources foreseen, p. 29.

[84] UNESCO, *Report of the Director-General 2000-2001* on the activities of the Organization in 2000-2001 (32 C/3) (Paris, UNESCO, 2002), pp. 9-37. UNESCO is providing policy advice, advocacy and training and publishes documents on various aspects of education.

[85] There are in total six specialized institutes in the field of education:

The International Bureau of Education (IBE), concerned with curriculum development, contents and methods; financial allocation for 2002-2003: US$ 4,591,000; extrabudgetary resources: US$ 3,000,000.

The International Institute for Educational Planning (IIEP), focusing on reform and reconstruction of education systems and the promotion of relevant policy planning and management capacities; financial allocation for 2002-2003: US$ 5,100,000; extrabudgetary resources: US$ 4,700,000.

The Institute for Education (UIE), working on adult and continuing education; financial allocation for 2002-2003: US$ 1,900,000; extrabudgetary resources: US$ 3,500,000.

The Institute for Information Technologies in Education (IITE), working in the area of the application of information and communication technologies in education; financial allocation for 2002-2003: US$ 1,100,000; extrabudgetary resources: US$ 2,500,000.

The International Institute for Higher Education in Latin America and the Caribbean (IESALC), operating in higher education in Latin America and the Caribbean; financial allocation for 2002-2003: US$ 2,200,000; extrabudgetary resources US$ 500,000.

IICBA which is concerned with education capacity-building in Africa; financial allocation for 2002-2003: US$ 1,200,000; extrabudgetary resources: US$ 3,000,000.

[86] UNESCO, *50 Years for Education*, preface.

[87] Reference to them is made in paragraphs 10 and 17 above.

[88] UNESCO brochure, *UNESCO and Education* (Paris).

[89] UNESCO, "EFA Flagships: multi-partner support mechanisms to implement Dakar Framework for Action", p. 1, background paper for the Fourth Meeting of the Working Group on Education for All, UNESCO headquarters (22-23 July 2003); and "Achieving universal primary education: note from the Director-General of UNESCO", for consideration by UNDG—Meeting of 30 October 2003, box 2, p.10.

[90] Ibid., pp. 1-2.

[91] **The Initiative on the Impact of HIV/AIDS on Education**: coordinated by UNESCO/IIEP, with participation of some 20 partners including United Nations agencies, bilateral development agencies and NGOs.

Early Childhood Care and Education (ECCE): led by the Consultative Group on ECCE.

The Right to Education for Persons with Disabilities: Towards Inclusion: UNESCO and the University of Oslo form a joint secretariat. The Steering Board consists inter alia of international disability organizations, UNICEF, World Bank, OECD and the National UNESCO Commissions of the Nordic countries.

Education for Rural People (ERP): the lead agency is FAO, with 57 partners among which UNESCO, WFP, USAID, Association for the Development of Education in Africa (ADEA) and NGOs.

Education in Situations of Emergency and Crisis: the inter-agency vehicle is the International Network on Education in Emergencies (INEE), which consists of over 85 organizational members and over 570 individual ones. The Steering Group consists of CARE USA, the International Save the Children Alliance, the International Rescue Committee, the Norwegian Refugee Council, UNESCO, UNHCR, UNICEF and the World Bank.

Focusing Resources on Effective School Health (FRESH): the initiative is based on a partnership of, inter alia, UNESCO, UNICEF, WHO, the World Bank, FAO, UNODC and several NGOs.

Teachers and the Quality of Education: the lead agency is formed by ILO, UNESCO and Education International.

The 10-year UNGEI: coordinated by UNICEF but open to all agencies and organizations including bilateral donors and NGOs working in the field.

Literacy in the Framework of the United Nations Literacy Decade (UNLD): UNESCO is in charge of coordination. Partnerships include FAO, UNAIDS, UNDP, UNFPA, UNHCR, UNICEF, WFP, WHO and the World Bank.

[92] UNESCO, *EFA Global Monitoring Report 2003/4*, p. 263.

[93] UNESCO, *An international strategy to put the Dakar Framework for Action on Education for All into operation*, p. 32.

[94] See footnote 1557 below and paragraph 94 of this report.

[95] In the Dakar Framework for Action UNESCO was asked in article 19 to "continue its mandated role in co-ordinating EFA partners and maintaining their collaborative momentum. In line with this, UNESCO's Director-General will convene annually a high-level, small and flexible group. It will serve as a lever for political commitment and technical and financial resource mobilization". The meeting will be informed "by a monitoring report". Article 16 stipulates that "Countries will prepare comprehensive National EFA Plans by 2002 at the latest", the content of the National Plan being specified. As stated in article 9 "these plans should be integrated into a wider poverty reduction and development framework ... address problems associated with the chronic under-financing ...". Plans ought to "set out clear strategies for overcoming the special problems facing those currently excluded from educational opportunities, with a clear commitment to girls' education and gender equity". Article 17 foresees that "partner members of the international community undertake to work in a consistent, co-ordinated and coherent manner. Each partner will contribute according to its comparative advantage in support of the National EFA Plans to ensure that resource gaps are filled". In article 21 it is stated that "Achieving Education for All will require additional financial support by countries and increased development assistance and debt relief for education by bilateral and multilateral donors, estimated to cost in the order of $8 billion a year. It is therefore essential that new, concrete financial commitments be made by national governments and also by bilateral and multilateral donors including the World Bank and the regional development banks, by civil society and by foundations".

[96] UNESCO, *Approved Programme and Budget 2002-2003*, pp. 13-14. "Assistance to Member States will be focused on

facilitating the generation of national EFA plans and the incorporation of EFA goals, priorities and themes within wider frameworks of development planning and poverty reduction strategies. More broadly, the Programme will promote the design of educational policies, improvement programmes and reforms in such ways that they are shaped by relevant research, up-to date information and innovative best practices."

[97] L. Jallade, M. Radi and S. Cuenin, *National Education Policies and Programmes and International Cooperation. What role for UNESCO?* (Paris, UNESCO 2001) describes in detail the complexity of establishing a modern education policy and argues for full ownership by the partner country and for greater coherence between external actors active in education.

[98] During the mission to Ethiopia in May 2002 the Minister of Education, Ms. G. Zewdie indicated that the EFA goals were duly taken care of in the Education Sector Development Programme I and II elaborated with the donors, that the PRSP included education and EFA goals and that it was difficult for the Government to engage in yet another separate process advocated by UNESCO, as this would add to the strain on existing scarce resources.

[99] UNESCO, *An international strategy to put the Dakar Framework for Action on Education for All into operation*, appendix 1, p. 33, and appendix 4, p. 38, Criteria for the assessment of national EFA plans. It is somehow surprising to discover in the "Report by the Director-General on the progress achieved in implementation of and follow-up to the Dakar Framework for Action" (UNESCO document 166 EX/7, Paris, 18 February 2003) that considerable thrust is still being placed on the preparation of separate national EFA plans.

[100] Ibid., p. 12.

[101] Outcomes of the EFA Fast-Track meetings, Brussels, 27 November 2002, co-chaired by Canada (then G8 Chair) and the Netherlands, hosted by the European Commission with UNESCO and the World Bank serving as co-convenors, and Paris, 25 March 2003, co-chaired by France, as Chair of the G8 and the Netherlands (to be replaced by Norway). Such donor meetings are held each year just before the Development Committee meetings early in the year and the second after the UNESCO HLGM in November.

[102] UNESCO, *The Dakar Framework for Action—Education for All: Meeting our Collective Commitments*, art. 19.

[103] Sir John Daniel and Abhimanyu Singh, "Reaching the EFA goals: UNESCO's role", *Commonwealth Education Partnerships 2003* (London, 2003), p. 7.

[104] The Abuja HLGM in a self-evaluative stance called on UNESCO to ensure that subsequent HLGMs had higher level representation with stronger capability of mobilizing political commitment for the EFA goals and recognized the necessity to view planning for EFA flexibly and according to the circumstances of individual countries. It also placed the National EFA Plans in the wider context of development plans and encouraged exploitation of the opportunities offered by poverty reduction strategies and FTI of the World Bank which it explicitly welcomed and supported.

[105] The *Monitoring Report on Education for All* (Paris, UNESCO, October 2001) was prepared by UNESCO, with inputs from EFA partners. The HLGM, for which it was prepared was not totally satisfied with the quality of the report and decided to commission an EFA Global Monitoring Report to be carried out by an independent EFA Global Monitoring Report Team. An *EFA Global Monitoring Report 2002: Education for All—Is the World on Track?* was published in October 2002 and the *EFA Global Monitoring Report 2003/4: Gender and Education for All—The Leap to Equality* in November 2003. See also web site: http://www.efareport.unesco.org/.

[106] In November 2000, September 2001, June 2002 and July 2003.

[107] UNESCO, *High-Level Group on Education for All—Second Meeting: Report 2002*, p. 27 and Communiqué from the Third Meeting of the High-Level Group on Education for All (New Delhi, India, November 2003), para. 16.

[108] The cost of the UNESCO/WFP Co-operative Programme is shared between the two organizations. While WFP finances the staff of the liaison office (two liaison officers and one assistant) UNESCO provides office staff and the services of its staff free of charge to WFP. The WFP division requesting technical support pays the cost of field missions.

[109] UNESCO, *EFA Global Monitoring Report 2003/4*, p. 255. "The *EFA Report 2002* ... suggested that UNESCO had interpreted its challenging Dakar co-ordination role in a relatively conservative manner. This continues to be the case."

[110] UNESCO, *The Dakar Framework for Action*, para. 16.

[111] UNESCO Institute for Statistics, *Medium-Term Strategy 2002-2007* (Montreal, 2001), p. 24. UNESCO contributed US$ 3.4 million to UIS in 2001. UIS estimates its resources from both UNESCO and voluntary contributions to amount to US$ 35-37 million for the period 2002-2007.

[112] During the 32nd session of the UNESCO General Conference, a ministerial round-table meeting on quality education was held on 3-4 October 2003 upon invitation of the Director-General of UNESCO. The Ministerial Communique can be found on the UNESCO web site: www.unesco.org. Ministers "call for some serious reflection on the nature of indicators of quality" and inter alia argue in favour of "Assessing the outcomes of education systems for the students" and encourage "The sharing of research results between countries".

[113] PISA groups OECD and developing countries. "The PISA 2003 assessment framework: mathematics, reading, science and problem solving knowledge and skills". Its findings are revealing. See web site: www.pisa.oecd.org.

[114] G8 Summit Declaration: "A New Focus on Education for All: Report of the G8 Education Task Force" headed by Canada: "We encourage international institutions involved in education-data activities to increase their coordination in order to minimize the burden on developing countries and to improve the quality and consistency of education data. A credible assessment and testing is crucial to real Education for All progress. Donors should help developing countries build the necessary institutional capacity." See also web site: www.g8.gc.ca/2002.

[115] E/ICEF/2001/13 of 7 November 2001 and Corr.1 of 11 December 2001, Medium-term strategic plan for the period 2002-2005. The other three organizational priorities are: immunization "plus"; fighting HIV/AIDS; improved protection of children from violence, exploitation, abuse and discrimination. Worth mentioning are excellent UNICEF annual publications: *The State of*

the World's Children, which contain, inter alia, education data; see in particular *The State of the World's Children 1999*, entirely devoted to education.

[116] E/ICEF/2001/13, p. 17, para. 42.

[117] Ibid., p. 21, para. 47.

[118] The two organizations have officially agreed to dissolve the Joint Committee on Education (JCE), created in 1989 as a range of mechanisms through which cooperation at all levels could be fulfilled. The scope of the collaboration of the two organizations is documented in a report that went to both their Executive Boards in 2003.

[119] UNICEF Programme Division, *Girls' Education: Progress Analysis and Achievements in 2002* (New York, May 2003), p. 3, Executive summary. The 25 countries selected are: Bangladesh, Bolivia, Burkina Faso, Democratic Republic of the Congo, Ethiopia, Guinea, India, Nigeria, Pakistan, Tanzania, Yemen, Zambia (all of which are World Bank fast-track countries), as well as Afghanistan, Benin, Bhutan, Central African Republic, Chad, Djibouti, Eritrea, Malawi, Mali, Nepal, Papa New Guinea, Sudan and Turkey. Criteria for selection of these countries are as follows: countries with the highest gender gap in enrolment (more than 10 per cent), countries' with very low girls enrolment (less than 40 per cent) countries with a very high number of girls out of school (more than one million), countries that are threatened by HIV/AIDS and civil conflict (with the inherent risk of loosing past gains) and countries that are part of the FTI led by the World Bank. UNICEF claims to have played a major role in shaping this initiative: "The new strategy is designed to ensure maximum synergy with the Fast Track Initiative and is an integral part of the overall efforts to achieve the Dakar goals of Education for All."

[120] Ibid., p. 10. As UNICEF judged that the World Bank FTI did not pay enough attention to the gender issue it organized together with the World Bank a regional workshop on investment options in Education for All: addressing gender and other disparities, in June 2003 in Burkina Faso.

[121] Ibid., p. 13. A major problem faced is the lack of credible dat – which according to UNICEF may thwart "efforts to ensure gender parity in achievement". "A UNICEF-supported review of how learning achievement is being assessed globally showed that 23 countries now have a national monitoring programme; however, most lack a learning assessment system, relying instead on public examinations or international assessments." A further difficulty is that while assessing skills in literacy and numeracy might be straightforward (in spite of the difficulties in getting countries to monitor achievements on a regular basis), assessing life skills is more difficult. UNICEF concedes that more work in this area needs to be done.

[122] Ibid., p. 3, Executive summary.

[123] UNICEF is very well aware of this lacuna and is trying to address this issue at least for its own organizational purposes.

[124] This is a suggestion made in the United Nations Evaluation Group presentation, p. 4, Session 1: Evaluation practices, at the Partners in Development Evaluation—Learning and Accountability DAC/OECD Workshop (Paris, 25-26 March 2003).

[125] E/2003/L.20 of 8 July 2003, para. 12 on capacity-building, and para. 16: Evaluation of the Economic and Social Council draft resolution on progress in the implementation of General Assembly resolution A/RES/56/201 of 21 December 2001 on the triennial policy review of operational activities for development of the United Nations system.

[126] The ICPD Programme of Action at the 1994 Cairo Conference specifically aims to "(a) To achieve universal access to quality education, with particular priority being given to primary and technical education and job training, to combat illiteracy and to eliminate gender disparities in access to, retention in, and support for, education; (b) To promote non-formal education for young people, guaranteeing equal access for women and men to literacy centres; (c) To introduce and improve the content of the curriculum so as to promote greater responsibility and awareness on the interrelationships between population and sustainable development; health issues, including reproductive health; and gender equity." See *UNFPA State of World Population 2002: people, poverty and possibilities* (New York, UNFPA, 2002), p. 50. "Universal completion of primary education was set as a 20 year goal" which was revised at "the fifth-year review of progress since the ICPD", which set "new education goals ... : access to universal primary education by 2015, an increase in primary school enrolments to at least 90 per cent for both boys and girls by 2010, and a reduction by half of the 1990 illiteracy rate for women and girls by 2005".

[127] UNESCO, *Final Report*, World Education Forum, Dakar, p. 46, Joint statement by the convenors of the World Education Forum (Paris, UNESCO, 2000).

[128] Delia Barcelona, "UNFPA's support for Education for All", internal UNFPA working paper (18 May 2001), p. 2.

[129] This amount does not include UNFPA resources programmed for HIV prevention education, as well as for other support activities integral to country programmes, which, as the UNFPA secretariat states, the current financial monitoring system does not enable them to capture.

[130] Barcelona, loc cit., p. 4.

[131] WFP, Global School Feeding Campaign leaflet, p. 1. James T. Morris, WFP Executive Director, "providing food and an education to a poor child is the single most important thing we can do for the development of that individual and his or her nation", ibid., front page.

[132] The "goal is to increase support from donors and help meet sanitary, health and educational needs, such as improved teacher training and better classrooms, to ensure that more poor children are not only well fed, but also well educated", WFP Global School Feeding Campaign, *Into school, out of hunger*, brochure (Rome, WFP, July 2001). The 2002 figures are to be found in WFP, *Global School Feeding Report* (Rome, WFP, 2003), p. 4.

[133] Governments that have donated resources specifically to WFP school-feeding activities include: Andorra, Bangladesh, Belgium, Canada, the European Commission (Europe Aid and ECHO), France, Honduras, Italy, Luxembourg, Norway, Switzerland and the United States. In addition a number of private companies and NGOs have contributed, as have a host of individuals. WFP has used some donors' multilateral contributions to support school-feeding operations. These latter contributions were not directed specifically for school feeding; WFP determined how they were allocated. Information received from the WFP School Feeding

Support Unit.

[134] Some 400 million school-age children are estimated to be infected by soils transmitted helminth infection, schistosomiasis or both causing pronounced morbidity.

[135] Figure taken from UNESCO, *EFA Global Monitoring Report 2002*, p. 244.

[136] WFP, *Global School Feeding Report*, pp. 23 et seq. The survey methods and tools as well as the indicators assessed include attendance, enrolment and performance, and will provide a wealth of information covering a broad range of educational information needs such as general learning environment, teacher qualifications, ratio of female to male teachers, etc.

[137] Ibid., pp. 16 et seq., detailed description of the Argos project. WFP, *Global School Feeding Report 2002*, p. 17, describing the results of the pilot testing as being very encouraging.

[138] "WFP believes that a global feeding programme for the World's 300 malnourished children can become a reality." For an average of 19 cents per day, or US$ 34 annually, a child can be fed in school. WFP, *Into school, out of hunger*, brochure on school feeding.

[139] UNICEF has assigned a staff member to work with the WFP School Feeding Support Unit with a view to increasing synergies among the two organizations at the country level; similar arrangements exist with UNESCO (see paragraph 70). See WFP/EB.2/02/INF/23 of 18 October 2002, information note on school feeding, p. 7. Private-sector partnerships have also increased, see WFP, *Global School Feeding Report*, pp. 12 et seq.

[140] WFP, *Into school, out of hunger* brochure on school feeding.

[141] The Inspector found during the mission to Ethiopia in May 2002 that cooperation with FAO or UNICEF did not exist in this domain and that WFP was alone in introducing this valuable scheme in their school-feeding pilot projects. As a result of the Inspector's mission to Peru, new cooperation modalities between UNFPA, UNICEF and WFP have been envisaged in Ayacucho.

[142] WFP, *Global School Feeding Report*, p. 11. The "two agencies developed a 'minimum' package of health, education and hygiene assistance that should be available in all schools", but will be adapted to specific country and school needs.

[143] See ILO web site: http://www.ilo.org/childlabour

[144] The Asia/Pacific region has the largest number of child workers in the 5-14 age category at 127.3 million, followed by sub-Saharan Africa and Latin America and the Caribbean with 48 million and 17.4 million, respectively.

[145] ILO action is targeted to eliminate child labour as defined in the ILO Minimum Age Convention, 1973 (No. 138) and the ILO Worst Forms of Child Labour Convention, 1999 (No. 182).

[146] Financed by 30 donors, including several employers and workers' organizations and municipalities.

[147] ILO, *Child Labour and Education—An IPEC Perspective*, describes in detail the activities of the Programme in education; see also *Facts on Gender Roles and Child Labour* with its reference to gender analysis needs; and information on the Department for International Development (DFID)-funded ILO/DFID Partnership Framework Agreement—Support to IPEC Gender Mainstreaming. Web site: http://www.ilo.org/childlabour

[148] Lead agencies are ILO, Education International and UNESCO. This was agreed by the EFA Working Group in 2001, see also note 91.

[149] The INDISCO programme for indigenous and tribal peoples in accordance with ILO Convention 169 studies how the exclusion mechanisms affect them.

[150] The ILO role in further improving the PRSP process has also been highlighted in this report, see paragraph 143.

[151] Facts on mainstreaming the elimination of child labour into development and poverty strategies, see interesting network initiatives such as Development Policy Network for the Elimination of Child Labour (DPNet) and the Hazardous Child Labour Network (HCLNet), and web site http://www.ilo.org/childlabour

[152] Bellamy, op. cit., pp. 7 and 12, fig. 4. International milestones for education. Other important legal instruments regarding education are inter alia the International Convention on the Elimination of All Forms of Racial Discrimination (1969), the International Covenant on Economic, Social and Cultural Rights (1976), the Convention on the Elimination of All Forms of Discrimination against Women (1979) and the Convention on the Rights of the Child (1989).

[153] Resolution 2626 XXV, document A/8124 and Add.1, para. 18 (b).

[154] General Assembly resolution 35/56, annex, para. 46.

[155] These conferences were:

World Summit for Children 1990.*
United Nations Conference on Environment and Development (Rio de Janeiro, 1992)*
World Conference on Human Rights (Vienna, 1993)*
World Conference on Special Needs Education: Access and Quality (Salamanca, 1994)*
International Conference on Population and Development (Cairo, 1994)*
World Summit for Social Development (Copenhagen, 1995)*
Fourth World Conference on Women (Beijing, 1995)*
Mid-decade meeting of the International Consultative Forum on Education for All (Amman, 1996)*
Fifth International Conference on Adult Education (Hamburg, 1997)*
International Conference on Child Labour (1997)*
United Nations General Assembly Special Session on Children (New York, 2002)
World Summit on Sustainable Development (Johannesburg, 2002)

The international events marked with an * have all been acknowledged by the Dakar Conference (2000) and the commitments made therein welcomed.

[156] United Nations Literacy Decade: Education For All: International Plan of Action, implementation of General Assembly resolution 56/116, summary: A/57/218 of 16 July 2002, p. 1, and Corr.1; resolution 57/166 of 16 January 2003, op. para. 8.

[157] See web site of the Millennium Project for further details: www.unmillenniumproject.org/html/

[158] A/57/319-E/2002/85 of 16 August 2002, pp. 2-3, paras. 5 and 8. See UNDP, *Human Development Report 2003*, New financing for the Goals, p. 147, which lists all pledges to increase aid made so far.

[159] Established by General Assembly resolution 302 (IV) of 8 December 1949; extension of the mandate by resolution 56/52 of 10 December 2001.

[160] A/58/6 of 10 March 2003, sect 26, Palestine refugees, overview 26.3, 26.6 and 26.7, Proposed programme budget for the biennium 2004-2005, part IV, Human rights and humanitarian affairs.

[161] IDA: Its assistance is focused on the poorest countries to which it provides interest-free loans and other services.

[162] The World Bank Group Human Development Network, *Education Sector Strategy* (Washington, D.C., The World Bank, July 1999).

[163] Reference to the UNESCO budget; see paragraph 32 and note 44.

[164] The World Bank, *Education: Fiscal Year 2002 Retrospective—Summary of Key Achievements* (Washington, D.C., The World Bank, September 2002), p. xi, Introduction and Executive Summary.

[165] Ibid., pp. 44-48, annex 3, FY02 New Education Project Abstracts. These projects are financed under different loan instruments: Adaptable Program Loans (APL), Learning and Innovation Loans (LIL), Sector Adjustment Loans (SAD) and Specific Investment Loans (SIL).

[166] Ibid., p. xiii, Introduction and Executive Summary.

[167] Ibid.

[168] Ibid., pp. xiii-xiv.

[169] Emmerij, Jolly and Weiss, op. cit.

[170] See web site of the World Bank: http://www.worldbank.org/cdf and http://www.worldbank.org/poverty/strategies/review/index/htm.

[171] Critics of EFA/FTI argue that it is all the more astounding that in FTI the priority for girls' education is not sufficiently reflected.

[172] Development Committee, "Education for dynamic economies: action plan to accelerate progress towards Education for All (DC2002-0005/Rev1, 9 April 2002), p. 2, para. b.

[173] At the Genoa Summit in July 2001, G8 leaders reaffirmed their commitment to help countries to meet EFA goals with special emphasis on the two education MDGs. See also web site: www.g8.gc.ca/2002.

[174] World Bank, "The Framework of the Education for All Fast-Track Initiative" (June 2003), prepared in cooperation with all FTI partner agencies.

[175] DC2002-0005/Rev1, Executive Summary.

[176] World Bank, "The Framework of the Education for All Fast-Track Initiative", p. 2.

[177] Ibid., p. 5. "[E]vidence of country ownership; the credibility of the strategies, priority public actions, and investments ... policy commitments and annual targets for the indicative framework parameters; unit cost estimates and their consistency with long term sustainability; strategies to address capacity issues ... adequacy of existing data and the priority actions proposed to improve capacity to monitor and evaluate results."

[178] DC2002-0005/Rev1, p. 11, para. 14.

[179] Ibid., p. 12, paras. 16-18. They relate to **user fees** (direct household payments) where the World Bank clearly departs from past policy and advocates their elimination in face of evidence that they prevent children of poor families from attending school and particularly penalize girls. "The elimination of user fees in primary education, therefore, must be an integral part of the action plan to accelerate EFA." **HIV/AIDS**: this "epidemic is damaging the supply of education, eroding its quality, weakening demand and access, drying countries' pool of skilled workers including teachers, and dramatically increasing sector costs. In the worst hit countries, as many as 20 percent of teachers are HIV-positive; Zambia is losing about 1,000 teachers a year—about half of those trained annually. As of December 2001, 40 million people globally were living with the HIV infection, 2.7 million of them children under 15 years". As education is considered an important means of HIV/AIDS prevention and as education is "one of the sectors most severely threatened by the epidemic", the World Bank sees to it that HIV/AIDS issues are integrated into education programmes. A strong case for the importance of education in the battle against HIV/AIDS is also made in the "World Population Monitoring 2003" report of the Commission on Population and Development (ESA/P/WP.179 of 30 January 2003). **Armed conflicts**: As several countries currently not on track to achieve the MDG and EFA goals are conflict countries, whose education systems are often, if not severely damaged, so totally disrupted, it is considered of prime importance to organize assistance to rebuild the education systems. Such assistance needs to be given simultaneously on various fronts, i.e. "school reconstruction, accelerated training of teachers, and provision of appropriate pedagogical materials". Emphasis ought to be placed on the integration of the child soldier population. Education is recognized as being able to contribute to rebuilding social cohesion as it can promote curricula that advocate respect for cultural, ethnic and political differences. Education can thus also be an important means of preventing future conflicts.

[180] The 18 fast-track countries are: Albania, Bolivia, Burkina Faso, Ethiopia, Gambia, Ghana, Guinea, Guyana, Honduras, Mauritania, Mozambique, Nicaragua, Niger, Tanzania, Uganda, Vietnam, Yemen, Zambia and the five additional countries with a large out-of-school child population which ought to receive analytical support: Bangladesh, Congo Democratic Republic, India, Nigeria and Pakistan.

[181] World Bank, "The Framework of the Education for All Fast-Track Initiative", pp. 3 and 16 which state that India is no longer part of the Analytical Fast Track. "In March 2003, the Donors agreed that in the case of India the national Five Year Development Plan could be considered as the equivalent of a full PRSP, for the purposes of the FTI."

[182] Operational guidelines for the analytical fast track are under preparation by a Partnership working group" (see note 176).

[183] World Bank press release of 12 June 2002.

[184] DC2002-2005/Rev1, p. 17, para. 27.

[185] Ibid.

[186] UNESCO, *EFA Global Monitoring Report 2002*, pp. 177-178. While it is stated that FTI has been largely welcomed and supported by UNESCO, UNICEF, bilateral donors, the European Union and the Global Campaign for Education as it has injected some sense of urgency into international dialogue and action, some criticism is aired. Concerns are also expressed in UNESCO, *EFA Global Monitoring Report 2003/4*, pp. 247 et seq. as well as in the "Report of the Fourth Meeting of the Working Group on Education for All" (Paris, July 2003), pp. 13 et seq.

[187] This lacuna seems to have at least been partly addressed since then, as FTI is now commonly referred to as EFA/FTI.

[188] UNESCO, *EFA Global Monitoring Report 2003/4*, p. 251, gives an overview of the status of financing commitments for FTI endorsed countries in August 2003. It lists US$ 208 million as new commitments, p. 251.

[189] Ibid., p. 248.

[190] Ibid., p. 252.

[191] The members of DAC are: Australia, Austria, Belgium, Canada, Denmark, Finland, France, Germany, Greece, Ireland, Italy, Japan, Luxembourg, the Netherlands, New Zealand, Norway, Portugal, Spain, Sweden, Switzerland, the United Kingdom, the United States and the Commission of the European Communities.

[192] Jean-Claude Faure, *The DAC Journal—Development Co-operation: 2002 Report* (OECD, 2003), vol. 4, No.1, p. 2.

[193] DAC web site: http://www.oecd.org/dac; it is understood that the country examined approves the text before it is published. These peer reviews are conducted by a team comprised of examiners, designated members of DAC, and the secretariat of the Development Directorate of OECD.

[194] Faure, op. cit., p. 77; the ensuing pages give information on the modalities of peer reviews and follow-up procedures.

[195] Ibid., p. 222, Statistical Annex; the amounts of ODA for the past years are in US$ billion: in 1994: 59.2; in 1995: 58.9; in 1996: 55.6; in 1997: 48.5; in 1998: 52.1; in 1999: 56.4; in 2000: 53.7; in 2001: 52.3 and 2002: 56.9 which is a provisional figure.

[196] Ibid., p.13; A change in scale; and OECD, "ODA prospects after Monterrey: latest projections" (8 September 2003).

[197] Ibid.

[198] Ibid., p. 269, Statistical Annex, Table 19: Aid by Major Purposes in 2001. The comparable amounts for 1998 and 1999 can be found in *The DAC Journal—Development Co-operation 1999 Report*, p. 207 (OECD, 2000), vol. 1, No.1, Statistical Annex, Table 19: Aid by Major Purposes, 1998 and in *The DAC Journal—Development Co-operation 2000 Report*, p. 223, vol. 2, No.1, Statistical Annex, Table 19: Aid by Major Purposes, 1999.

[199] Ibid., pp. 268-269, table 19.

[200] Ibid.

[201] OECD, *The DAC Journal—Development Co-operation 1999 Report*, pp. 207-208, Statistical Annex on Sectoral Allocation of ODA, Table 19.

[202] OECD, *The DAC Journal—Development Cooperation 2000 Report*, pp. 222-223, Statistical Annex on Sectoral Allocation of ODA, Table 19.

[203] It has to be recognized that many bilateral donors have considerably increased funding for basic education but within the context of a smaller overall aid budget for education, which remains small in comparison with projected needs for EFA. See UNESCO, *EFA Global Monitoring Report 2003/4*, pp. 243 et seq., which gives a good overview of the funding situation.

[204] Commission of the European Communities, "Communication from the Commission to the Council and the European Parliament on education and training in the context of poverty reduction in developing countries" (COM (2002) 116 final) (Brussels, 6 March 2003), Summary, p. 2.

[205] Ibid., p. 3. The strategic approach of the Community "in developing countries will be based on the following guidelines: the sector-wide approach; consideration of the macroeconomic and budgetary framework; consideration of the needs and participation of the poor; participation by education actors and civil society in the broad sense; support for institutional development and capacity-building; monitoring and results (indicators); increased coordination and complementarity between all the partners. Sectoral support for education will as far as possible be provided through macroeconomic support on the basis of sectoral programmes founded on dialogue with all the partners". See also p. 14, chap. III.2, Work-related training and the development of qualifications: taking account of education demand.

[206] European Union (8958/02 (Presse 147)) (Brussels, 30 May 2002), p. 27, draft resolution of the Council and the Representatives of the Governments of the Member States on education and poverty, para. 2.

[207] Ibid., para. 3.

[208] Ibid., p. 13. Member States collectively committed themselves at the United Nations Conference on Financing for Development in Monterrey, agreed by Foreign Ministers on 14 March 2002 and endorsed by the European Council in Barcelona to increasing their overall ODA volume in the next four years. "Paragraph 13 of the Presidency conclusions from the Barcelona European Council: "... in pursuance of the undertaking to examine the means and timeframe that will allow each of the Member States to reach the UN goal of 0.7 % ODA/GNI, those Member States that have not yet reached the 0.7% target commit themselves–as a first significant step–individually to increasing their ODA volume in the next four years within their respective budget allocation processes, whilst the other Member States renew their efforts to remain at or above the target of 0.7% ODA, so that collectively a European Union average of 0.39% is reached by 2006. In view of this goal, all the European Union Member States will in any case strive to reach, within their respective budget allocation processes, at least 0.33% ODA/GNI by 2006 ..." In 2002 the European Union and its member States accounted again for more than 50 per cent of all ODA worldwide.

[209] Ibid., p. 27, para. 4. The Commission espouses the World Bank calculations according to which financial resources devoted to education would have to be increased threefold to meet the education MDGs.

[210] COM(2002) 116 final, p. 8, chap. II, para. 4, Action by countries and donors.

[211] Strengthening country ownership, financial management and sector programmes within a comprehensive framework.

[212] COM(2002) 116 final, pp. 18-19.

[213] 8958/02 (Presse 147), p. 32, para. 28.

[214] UNESCO, *EFA Global Monitoring Report 2002*, p. 13: "Different agencies have different priorities and approaches to planning. UNESCO promotes the EFA national action plan. The World Bank prioritizes UPE and is focusing on strategies for its attainment. Some bilateral agencies prioritize the MDGs, using projects or budget support. This lack of international consensus is a handicap for the effective dialogue needed at the country level." The *EFA Global Monitoring Report 2003/4*, p. 263, notes that there is a "significant gap between international rhetoric and reality", page 263.

[215] The *EFA Global Monitoring Report 2003/4*, chap. 6, Meeting our international commitments, gives a good overview on aid flows to education over time from bilateral and multilateral sources.

[216] Ibid., p. 258.

[217] Economic and Social Council (E/2003/L.20 of 9 July 2003), para. 15, Draft resolution on progress in the implementation of General Assembly resolution 56/201 on the triennial comprehensive policy review of operational activities for development of the United Nations system.

[218] DAC has done important work in this area. See also the outcome of the High-Level Forum on Harmonisation held in Rome, i.e. the "Rome Declaration on Harmonization" (Rome, 25 February 2003), web site: www1.worldbank.org/harmonization/rome
and "Harmonizing Donor Practices Through On-Line Partnership", web site: http://web.worldbank.org/wbsite/external/news.

[219] UNDP, *Human Development Report 2003*, p. 147.

[220] A/58/323 of 2 September 2003, para. 91, Implementation of the United Nations Millennium Declaration: report of the Secretary-General.

[221] A/56/326 of 6 September 2001, Road map towards the implementation of the United Nations Millennium Declaration, A/57/270 of 31 July 2002, Implementation of the United Nations Millennium Declaration, A/57/270/Corr.1 of 27 September 2002 and A/58/323 of 2 September 2003; all reports of the Secretary-General; UNDG monitoring reports; and Jan Vandenmoortele, UNDP Bureau for Development Policy, "Are the MDGs feasible?" (New York, June 2002).

[222] UNDP, *Human Development Report 2003*, pp. 35-36, also considers that "[b]uilding statistical capacity" is an "unprecedented demand, urgent opportunity", as there is a demonstrated need to build national demand, improve national strategies and systems, secure more and more efficient use of resources, improve collaboration and coordination and strengthen international data systems.

[223] The JIU report on the results approach in the United Nations: implementing the United Nations Millennium Declaration (JIU/2002/2) described the different types of processes and documents prepared by the various actors; see the JIU web site: http://www.unsystem.org/jiu.

[224]See the World Bank web site: http://www.worldbank.org/poverty/strategies/review/index.

[225] See also paragraph 54.

[226] See http://www.worldbank.org/poverty/strategies/sourcetoc.htm.

[227]See inter alia the report prepared jointly by IMF and the World Bank in March 2002: "Review of the Poverty Reduction Strategy Paper Approach: early experience with interim PRSPs and full PRSPs" (26 March 2002) which presents a very useful assessment of the experience gained in this regard. For more assessments and evaluations, see also the World Bank web site: http://www.worldbank.org/poverty/strategies/review/index.

[228] Development Committee, "Poverty Reduction Strategy Papers (PRSPs): progress in implementation", prepared by the staff of the World Bank and IMF (DC2003-0011 of 6 September 2003). The document informs that the total number of PRSPs has reached 32. Another 21 countries have embarked on the process and finalized their Interim PRSPs.

[229] IMF and the World Bank, "Review of the Poverty Reduction Strategy Paper Approach", p. 48.

[230] UNDP, *Human Development Report 2003*, p. 20, and p. 22: "The IMF and World Bank should work with countries to agree on macroeconomic frameworks consistent with meeting the Goals, including adequate external financing."

[231] UNDP news bulletin, "Renewing commitment to the Millennium Development Goals: a call to action to the Group of Eight (New York, 29 May 2003), "54 countries actually got poorer over the course of the 1990s".

[232] UNDP, *Evaluation of UNDP's role in the PRSP process—Volume I: Main Report* (New York, UNDP, September 2003), p. 8, comes to the same conclusion: "UNDP should engage more fully as a partner in the PRSP approach."

[233] UNESCO, *An international strategy to put the Dakar Framework for Action on Education for All into operation*, p. 32.

[234] United Nations, Department of Economic and Social Affairs, *Capacity-building in Africa: Effective aid and human capital—Report of the Committee for Development Policy on the fourth session (8-12 April 2002)* (New York, United Nations, 2002), p. 23. In the foreword to this report, p. i, a case is made for "the creation of an African aid and development portal to provide a gateway to all development and aid projects in Africa, including those of non-governmental organizations".

[235] UNESCO, *EFA Global Monitoring Report 2003/4*, p. 244, chap. 6. See web site: www.efareport.unesco.org ; UNESCO, "Communiqué of the High Level Group Meeting 2003: The New Delhi Statement" (India, November 2003), para. 7, asks donor countries and international agencies to "bridge the financing gap between the current level of support for basic education ... and the amount needed in external support to reach the gender goals and universal primary education by 2015 ... redress the decline of total Official Development Assistance (ODA) that remains below the level of the early 1990s". It has to be

recognized that data on aid commitments fluctuate significantly from year to year as agencies record aid in the year of commitment rather than in the year of disbursement.

[236] UNDP, *Human Development Report 2003*, pp. 96-97. "Some 60-80% of education assistance is spent in recipient countries, the rest in donor countries—on education and training for developing country nationals and on consultants and instructors from rich countries. This is not the most efficient use of funds. Technical assistance can undermine local institutions, particularly if education authorities end up being overwhelmed by an influx of advisors pushing overly elaborate systems."

[237] Ibid., p. v, Foreword.

[238] Ibid., pp. v-vi.

[239] Faure, op. cit., p. 323, Technical Notes, on World Bank Atlas basis.

[240] The September 2003 meeting of the IMF/World Bank Development Committee asked for a progress report on funding and lessons learned from the implementation of FTI for its next meeting in 2004.

[241] See web site: http://www.unmillenniumproject.org/html/about.shtm.

[242] One of their seven groups is devoted to education, see web site: http://www.weforum.org/

[243] This membership organization has 19 national, 7 regional coalitions and 10 international networks and organizations web site: http://www.campaignforeducation.org/

[244] These and other important contributions, such as "Broken Promises? Why donors must deliver on the EFA Action Plan", can be found on the web site of the Global Campaign for Education: http://www.campaignforeducation.org/

[245] UNESCO, *EFA Global Monitoring Report 2002*, p. 139, table 4.3. In Bruns, Mingat and Rakotomalala, op. cit., p. 111, estimates range between US$ 5-7 billion per year.

[246] Ibid., p. 163.

[247] A/55/100 (26 June 2001), Report of the High-Level Panel on Financing for Development.

[248] Ibid., p. 27.

[249] Ibid.

[250] The text of the International Finance Facility (IFF) (January 2003) can be found on the HM Treasury web site: http://www.hm-treasury.gov.uk/ as well as on the web site of the United Kingdom Department for International Development: http://www.dfid.gov.uk/.

[251] Ibid., sect. 1, The Proposal, paras. 1.17 and 1.18.

[252] Ibid., sect. 5, para. 5.10.

[253] A/58/216 (5 August 2003), Implementation of and follow- up to commitments and agreements made at the International Conference on Financing for Development, report of the Secretary-General.

[254] See web site: http://www.wider.unu.edu/research/research-menu.htm.